



**COUNTY OF PLACER**  
**Community Development Resource Agency**

John Marin, Agency Director

**PLANNING**

Michael J. Johnson, AICP  
Planning Director

**HEARING DATE** January 25, 2007  
**ITEM NO.** 2  
**TIME** 10:00 A.M.

**TO:** Placer County Planning Commission

**FROM:** Development Review Committee

**DATE:** January 12, 2007

**SUBJECT:** **Placer Vineyards Specific Plan (PSPA T20060679), Amendments to the Placer County General Plan, Amendments to the Dry Creek West Placer Community Plan, Rezoning, Development Agreements, Final Environmental Impact Report (SCH#1999062020)**

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**COMMUNITY PLAN AREA:** Dry Creek West Placer Community Plan

**GENERAL PLAN DESIGNATION:** The area of the proposed Placer Vineyards Specific Plan (PVSP) is currently designated "Urban" on the General Plan Land Use Diagram. The Dry Creek West Placer Community Plan designates the Placer Vineyards Specific Plan (PVSP) area as the "West Placer Specific Plan," and up to 14,132 residential units and associated commercial/residential development has been allocated to the project area.

**ZONING:** The current zoning classification for the proposed PVSP project area is predominantly F (Farm) with combining designations. The northwest and southwest portions of the proposed PVSP area are zoned RA (Residential-Agriculture) with a 10-acre minimum parcel size. One property located at the northwest corner of the proposed PVSP area is zoned C1 (Neighborhood Commercial) and is currently developed with a general store. Another property located at the southwest corner of the proposed PVSP area is zoned IN (Industrial) and currently developed with a mini-storage facility. The eastern corner of the PVSP area adjacent to Dry Creek is zoned O (Open Space). The -DR (Combining Development Reserve) designation has been applied over the entire Placer Vineyards area with the exception of the open space area by Dry Creek (refer to Attachment A, Placer Vineyards Specific Plan: Rezoning Exhibit).

**PROJECT TEAM LEADERS:** Paul Thompson, Principal Planner  
Jennifer J. Dzakowic, Senior Planner

**LOCATION:** The Placer Vineyards Specific Plan area is located in unincorporated southwestern Placer County, bounded on the north by Base Line Road, on the south by the Sacramento/Placer County line, on the west by the Sutter/Placer County line and Pleasant Grove Road, and on the east

by Dry Creek and Walerga Road. The Placer Vineyards project area contains approximately 5,230 gross acres, with an east-west length of approximately six miles. The project area encompasses approximately eight square miles of land area. Attachment A shows the location of the proposed Placer Vineyards project in the southwest corner of the County.

**APPLICANT:** The Placer Vineyards Property Owners Group, consisting of 21 individual property owners as listed in the Specific Plan and Development Agreement.

**REQUESTED ACTIONS:** The Planning Commission will consider providing a recommendation to the Board of Supervisors regarding the following actions:

- Approval of Placer County General Plan Amendments
- Approval of Dry Creek West Placer Community Plan Amendments
- Approval of the Placer Vineyards Specific Plan
- Approval of the Placer Vineyards Development and Land Use Standards
- Approval of the Rezoning to Specific Plan (SPL-PVSP)
- Approval of the Project Development Agreement(s)

**BACKGROUND:** On August 16, 1994, the County adopted the Placer County General Plan (Resolution 94-238) and took several actions in conjunction with the approval including the adoption of “Exhibit 1.” Resolution 94-238 amended the Dry Creek West Placer Community Plan to include the “West Placer Specific Plan Area” and established standards for urbanization in the Specific Plan area.

Various development groups/consultants have been working on a specific plan for the West Placer Specific Plan area since the early 1990s. The Placer Vineyards Property Owners Group (21 property owners) controls approximately 4,250 acres (81 percent) of the 5,230-acre Plan area and initiated this Specific Plan process. In 1996, the first draft of the Placer Vineyards Specific Plan was submitted to Placer County. In May 2003, a second draft of the Specific Plan was published and submitted to the County for review.

Changes to the land use plan between the first draft of the Specific Plan and the second draft of the Specific Plan include: refining the open space system to provide greater continuity and protection of the existing wetland and sensitive resource areas on the project site; providing a tighter grid street pattern to disperse traffic, minimize traffic noise, and consequently, the amount of sound walls that may be required in the community; and, encouraging non-automobile modes of transit by increasing greenway trail connections from neighborhoods to the centers and public places in the community, including a transit center, and reserving right-of-way for a bus rapid transit system along Watt Avenue and right-of-way for potential street car service along Town Center Drive from the transit center to the Town Center. The second land use plan also provided more definition to the centers, edges, and neighborhoods of the community and create a more pedestrian-friendly environment by anchoring neighborhoods with schools, parks, or other public facilities, providing more civic uses (including the designation of religious sites), re-centering the

Town Center from Base Line Road to Town Center Drive, relocating the village centers to more centralized locations within the east and west areas of the community, and proposing new buffer transitions and stepped down residential densities approaching the edges of the Specific Plan area.

In September 2004, the County published the first Draft Environmental Impact Report (EIR) for the Placer Vineyards Specific Plan, based upon this currently proposed plan, and circulated the document for public review. Based on comments received during the review of the September 2004 Draft EIR, the project applicants modified the Specific Plan to address specific concerns that were raised, as well as to include a "Blueprint-type" Specific Plan. In March 2006, the applicant submitted two versions of the Placer Vineyards Specific Plan (the Placer Vineyards Specific Plan and the Placer Vineyards Blueprint Specific Plan) and, based upon these proposed plans, the project EIR was recirculated for public review.

**PROJECT DESCRIPTION:** The applicant is requesting approval of a Specific Plan for the development of a mixed-use planned community, including 14,132 residential units, 274 acres of commercial uses (with an estimated 3,553,080 square feet of floor area), 919 acres of park and open space land, and 641 acres of quasi-public (i.e., public facilities/services, religious facilities, schools and major roadways) land uses. To implement this expansive development project, the Specific Plan defines a comprehensive set of rules and policies to govern future urban development in the 5,230-acre Placer Vineyards Specific Plan area.

The Plan area has two components. The larger component is the 4,251 acres that are subject to the proposed land uses in the Placer Vineyards Specific Plan. The remaining 979 acres are designated as a Special Planning Area (SPA) and would remain under existing land use designations and zoning. Each of these components is discussed in detail below.

The Specific Plan provides a Land Use Diagram and Land Use Ownership Summary (Attachment B) for the 4,251-acre portion of the Plan area which shows specific land uses, the location and density/intensity of future residential, commercial, office and business park, schools, parks, open space and other necessary public facilities. Included in the Specific Plan are Land Use and Developments Standards that will govern all future development within the Placer Vineyards Specific Plan. In addition, the Specific Plan identifies the major infrastructure (roads, water, sewer, drainage systems) and public services needed to accommodate the new development. The overall residential density will be 5.7 units per acre, exclusive of the SPA (13,721 units divided by 2,418 residential acres). Implementation of the proposed project will result in a build-out population of approximately 32,800 persons over a 20- to 30-year period (based on the anticipated occupancy of approximately two persons per residence).

## **PROPOSED PLACER VINEYARDS SPECIFIC PLAN**

### **Land Uses**

The Placer Vineyards Specific Plan (PVSP) proposes a mixture of land uses on 5,230 acres which are depicted on the Land Use Diagram (Attachment B) and include:

- 14,132 Residential Dwelling Units(including the SPA), including:
  - 3,734 units Low Density Residential (26 percent of all residential units)
  - 6,277 units Medium Density Residential (44 percent of all residential units)
  - 3,074 units High Density Residential (22 percent of all residential units)
  - 636 units Commercial Mixed-Use (5 percent of all residential units)
  - 411 units Rural Residential (3 percent of all residential units)
- 274 acres of Commercial Land Uses:
  - 166 acres Retail / Commercial (61 percent of commercial acreage)
  - 107 acres Office / Business Park (39 percent of commercial acreage)
- 1,559 acres of Public/Quasi-Public Land Uses:
  - 51 acres of Public Facilities/Services (government offices/facilities, sheriff and fire stations, library, transit station, utility substation, and cemetery)
  - 91 acres of Religious Facilities
  - 167 acres of Schools (6 elementary, 2 middle, and 1 high school)
  - 210 acres of Parks (community, neighborhood, mini, recreation center)
  - 709 acres of Open Space
  - 332 acres of Major Roadways (thoroughfares, arterials, collectors)

#### Low Density Residential (2 to 6 du/ac)

The Low Density Residential (LDR) areas are intended for single-family detached and half-plex units. Residential density will range from two to six dwelling units per acre. The PVSP Land Use Diagram designates 983 acres of LDR which is generally located along the south, east and west edges of the Specific Plan area.

#### Medium Density Residential (4 to 8 du/ac)

The Medium Density Residential (MDR) areas are intended for a range of housing types, including standard-lot single-family residences, small-lot single family residences, and half-plex units. Residential densities will range from four to eight dwelling units per acre. The PVSP Land Use Diagram provides 1,195 acres of MDR which is dispersed in various locations through the Specific Plan area, with the majority of the MDR sites proposed to be located around the Town Center.

#### High Density Residential (7 to 21 du/ac)

The High Density Residential (HDR) areas are intended for a range of housing types, including small-lot single family residences, cluster housing and motor courts, townhouses, condominiums, attached units, and a variety of detached multi-family apartment units. Residential densities will range from seven to 21 dwelling units per acre. The PVSP Land Use Diagram provides 205 acres of HDR which are generally located around the Town Center and around the other Village Centers within the Specific Plan.

#### Special Planning Area (SPA)

The Special Planning Area (SPA) land use designation is located on approximately 979 acres at the western end of the Plan area and includes the existing Riego area. There are approximately 150 existing residences within the SPA. Approximately 200 (or 87 percent) of the existing

parcels within the SPA are five acres or less in size, with the majority of the parcels being less than two acres in size. The remaining parcels range in size from 5 to 96 acres in area.

Of the 14,132 units proposed for the Specific Plan area, a total of 411 total units are reserved in the SPA for the eventual build-out of this area. These 411 units include the 150 existing residences, leaving an additional 261 new residences allowed for development in the SPA without amending the current maximum allowed in the Specific Plan area. The 261 additional units reserved for the potential build-out of parcels within the SPA area are predicated upon 63 new units allowed to develop consistent with the current zoning plus an additional 198 units for potential future development, assuming some future rezoning to increase the allowable dwelling units per acre.

The Placer Vineyards project proposes that the SPA remain as a rural residential area. The Placer Vineyards project does not propose any new land use designations or rezoning of the SPA area, nor does the project assign ownership to the potential 198 units. However, the main trunk lines of the Placer Vineyards infrastructure system (i.e., sewer, water, and storm drainage) will be sized to serve the additional units in the SPA. Should property owners within the SPA desire to develop at densities greater than allowed under current zoning in the SPA, additional project-level environmental analysis and an amendment to the Placer Vineyards Specific Plan will be required. For additional information about the SPA, refer to Attachment C.

#### Non-Participating Properties (within the Plan area)

Twenty-one property owners are participating in the design and entitlement process for the Specific Plan. These owners will sign Development Agreements as a part of the Specific Plan approval process. Six properties are also included in the Specific Plan (refer to Attachment B, Land Use Summary Table, properties 5A, 5B, 13, 18, 22, and APN 023-200-029), but are not participating in development at the time of Specific Plan approval and will receive land use designations in the Specific Plan. If and when non-participating properties decide to develop their properties, the property owner/developer will be required to rezone their property and enter into a Development Agreement with the County similar to that being entered into by the participating property owners.

#### Commercial (COM)

The PVSP designates two sites (34 acres) for commercial (Com) land uses. The first site is located on the southeast corner of Watt Avenue and Base Line Road. The second site is located at the southwest corner of Watt Avenue at its intersection with the future East Town Center Drive. The floor area ratio (FAR) applicable to the Commercial land use designation range from 0.20 to 0.30. The Commercial land use allows for a variety of retail uses and services, including small convenience stores and centers, neighborhood-serving shopping centers, and community-scale retail centers.

#### Town Center Commercial (TCC)

The PVSP designates 43 acres as Town Center Commercial (TCC) with the assumption that 80 percent of the area will be retail uses and 20 percent will be office. The TCC is located south of Base Line Road, between the future 14<sup>th</sup> and 16<sup>th</sup> Streets. The FAR applicable to the TCC land use designation ranges from 0.35 to 2.0. The Town Center is envisioned to create a pedestrian-

oriented, easily accessible, mixed-use retail core in the heart of the Placer Vineyards community. The Town Center supports a mix of uses with office or residential uses located above ground-floor retail shops. Ground-floor retail uses with mid-rise buildings, placed at the back of sidewalks, are envisioned to open onto wide pedestrian sidewalks, allowing for outdoor dining and retail displays. A variety of uses are allowed in the TCC which include: all types of office uses (e.g., banks and medical offices); a variety of retail stores and services (furniture stores, clothing and household goods, music stores and video outlets, hotels, motels, restaurants, bars); a variety of entertainment uses (movie theaters, nightclubs); and public and quasi-public uses (community recreation center, library, fire station, sheriff's substation, and religious facilities); along with public parks, an amphitheater, and plazas. The development of residential uses within the TCC designation is encouraged.

#### Commercial/Mixed-Use (C/MU)

The PVSP designates 11 sites (50 acres) as Commercial/Mixed-Use (C/MU). The C/MU sites are generally located on the corners of collector and arterial streets within the Specific Plan area. The C/MU land use designation allows for a residential density range of 14 to 22 dwelling units per acre. The FARs applicable to the C/MU land use designation range from 0.35 to 2.0. The C/MU designation is intended to encourage a variety of projects with a mix of uses, including high-density residential, retail and office uses within a single development. The C/MU designation allows for mixed-use neighborhood nodes of office and commercial uses on smaller sites that are integrated into the surrounding residential neighborhoods. The C/MU may include both vertical mixed-use/ ground-floor commercial uses with residential and office above, or horizontal mixed-use/ commercial and residential development located on the same site with shared open space and direct pedestrian connections. The C/MU designation also envisions and provides for uses such as live-work residential loft spaces with living units integrated into office spaces, commercial store fronts and artist studios.

#### Office (O)

The PVSP designates two sites (33 acres) for Office (O) land uses. Both sites are located along the south side of Base Line Road. The FARs applicable to the Office land use designation range from 0.25 to 0.45. The Office land use is intended for professional and administrative office uses, including: finance, insurance, and banking offices; office parks for research and development; light manufacturing uses; medical and dental facilities; and related incidental office supporting commercial uses such as copy centers, cafes, communication retail sales and services, and office supplies.

#### Business Park (BP)

The PVSP designates two sites (58 acres) located along Base Line Road as Business Park (BP). The BP land use designation allows for a variety of development with a FAR range from 0.20 to 0.45. The Business Park (BP) land use provides for a wide range of large-scale office, commercial, and light industrial land uses on large parcels. BP land uses are intended to provide employment, commercial, and regional uses that will foster a balance of jobs and housing. The BP designation allows for: a mix of office park uses (light industrial, "high-tech" manufacturing and assembly, distribution, warehousing, research and development; medical and dental facilities), and supporting retail commercial uses (business services and office support services).

### Power Center (PC)

The PVSP designates two sites (60 acres) located near the southwest corner of Base Line Road and Watt Avenue as Power Center (PC). The FARs applicable to the PC land use designation range from 0.20 to 0.35. The PC land use is envisioned for large-scale retail stores (i.e., big-box retail) providing goods and services for the regional market. Stores may include, but are not limited to, home improvement and large-scale gardening centers, large-scale discount centers, furniture, computers, household goods and groceries, automobile sales and services, automobile service stations, tire stores, and large-scale clothing outlets. PC uses may also include restaurants and drinking establishments, and fast-food restaurants (including drive-through facilities).

### Business Park/Power Center (BP/PC)

The PVSP designates two sites (31 acres) located at the southeast corner of Base Line Road and Palladay Road and the southwest corner of Base Line Road and Watt Avenue as Business Park/Power Center (BP/PC). This designation allows for both the BP and PC land uses. The FAR range from 0.25 to 0.45 for BP and 0.20 to 0.35 for PC.

### Religious Sites (REL)

The PVSP designates 12 sites, encompassing 91 acres, as Religious sites (REL). Religious sites are designated for houses of worship. These sites will be made available for religious facility development for a five-year (minimum) period. If a religious facility is developed on the property, the property owner qualifies for additional residential units or commercial square footage (not in excess of the 14,132 units already allocated to the Specific Plan), based upon the underlying land use designation. The additional units or square footage could be transferred to other residential or commercial areas. If religious sites are not developed within the five year period, then the sites could be developed based on the underlying land use designation.

### Parks and Open Space

The Placer Vineyards project includes a comprehensive park and open space plan. The project proposes active recreation park facilities at a minimum rate of five acres of park /open space land for every 1,000 residents. The park and open space plan provides 210 acres of parks, 709 acres of open space, and 22 acres of private parks. The public park facilities include two large community parks, 22 neighborhood parks, and 29 mini-parks. Each of the commercial areas (the Town Center, and the East and West Villages) includes a public park/plaza area. The Town Center green is located in the heart of the Town Center and will function as both an active and passive recreation area. The park/plaza will serve the community as a civic/cultural focal point and gathering area. It is anticipated that this park will include facilities such as a small amphitheater, turf, fountains or water features, and playgrounds.

To meet the anticipated needs of future residents, the Placer Vineyards project proposes to provide urban-level recreational programming. The anticipated recreation facilities include a recreation center, a community center, a gymnasium, a youth center, a senior center, and an aquatic center. The project also includes 46 miles of Class 1 bike trails that run throughout the project, as well as along the Dry Creek corridor frontage. The trail within the Dry Creek corridor will be part of a large regional trail system that is anticipated to run from Sacramento to Folsom Lake. The park maintenance and recreational programming costs for the project are intended to

be paid for through a Community Facilities District or similar district assessed through property taxes.

### **Affordable Housing**

The Placer Vineyards project proposes to provide ten percent of the total residential units as affordable housing units (as defined by the State of California), exclusive of the SPA. As proposed, 1,372 affordable units will be constructed within the Specific Plan area with two percent (274 units) of the units being set aside for moderate income, four percent (549 units) being set aside for low income residents and four percent (549 units) being set aside for very low income households. Affordable units may be for-sale or rental units and will be distributed throughout the Plan area. The Development Agreements specify additional details for providing affordable units, including income range definitions, affordable unit transfers and credits, construction timing and Affordable Housing Development Agreement requirements.

### **Transportation Network**

The Placer Vineyards project proposes to provide for a diverse range of transportation facilities, allowing for the safe and efficient movement of people and goods throughout the Specific Plan area. The circulation network is designed to accommodate the expected Specific Plan area traffic as well as provide logical connections and extensions of pedestrian, bikeway, and transit facilities, both within the project and regionally. The proposed circulation system is presented in the Circulation Diagram (Attachment D). The Specific Plan also proposes to provide a system of on-street bikeways, off-street bicycle/pedestrian trails, equestrian linkages, and street side pedestrian walkways.

### **Roadway Circulation**

The Specific Plan area is proposed to be served by a network of public and private roadways organized as a system of thoroughfares, arterials, major collectors, collectors, and local streets. The roadway circulation system is based on an interconnected system of streets that organizes and provides access into the Plan area.

#### *Thoroughfares: Base Line Road and Watt Avenue*

Thoroughfares are major arterial roadways designed to carry high volumes of through-traffic with limited intersections and restricted driveway access, reducing travel delay. Base Line Road and Watt Avenue have been designated as the primary thoroughfares within the Plan area. Base Line Road is projected to accommodate six travel lanes, and Watt Avenue is anticipated to provide six-lanes with right-of-way for two additional lanes dedicated for bus rapid transit (BRT) right-of-way. Thoroughfares are designed to be divided by a raised landscape median (20-foot), have on-street bike lanes, and 50-foot wide landscape corridors with a 10-foot wide meandering multi-use trail.

#### *Arterials: Dyer Lane and 16th Street*

Arterial streets are high-volume roadways with limited access and intersection spacing at approximately every one-quarter mile (1,200 feet). Local and collector streets typically feed onto arterial streets to provide linkages between neighborhoods. The project proposes Dyer Lane and 16<sup>th</sup> Street as arterial streets. Arterial streets are proposed to be designed with four traffic



lanes divided with landscaped medians (14-foot), on-street bike lanes, and landscape corridors (35-foot), with a separated, 10-foot wide multi-use trail.

### *Collector Streets*

Collector streets are designed to carry light to moderate traffic volumes that provide access to individual development areas, neighborhoods, schools, parks, and other community amenities. Collector streets will provide the major circulation routes within individual developments. Collector streets are generally characterized as two-lane roadways with on-street bike lanes, parallel parking, and separated tree-lined six-foot wide sidewalks. Collector streets will include Palladay Road, 12<sup>th</sup> Street, Dyer Lane, West and South Town Center Drive.

### *Commercial Streets*

The project includes several commercial streets to serve parcels within the Commercial, Business Park, Power Center, and Town Center areas. Commercial streets are similar to Collector streets, but typically do not include bike lanes. Commercial streets include A Street, Town Center Drive, and the two-lane streets serving the Town Center commercial area, bounded between 14<sup>th</sup> Street and 16<sup>th</sup> Street and Base Line Road and Town Center Drive. A Street is designed as a parallel access road to Base Line Road to serve the commercial development south of Base Line Road. At project build-out, Town Center Drive will be a two-lane roadway with bike lanes, a 35-foot wide promenade down the center of the street and a street car lane on the north side.

### *Local Streets*

Local streets are not depicted or specifically located on the PVSP Circulation Diagram. Generally, these roads have not been laid out, but will be developed as specific projects proceed. Local streets provide access to and circulation within neighborhoods in the Plan area, and include non-residential and residential streets. Local streets are designed as low traffic volume, two-lane roadways with parallel parking, and tree-lined landscape parkways with 4-foot wide separated sidewalks. Traffic calming features such as bulb outs, traffic circles, or narrow road widths will be integrated into the roadway designs to ensure that traffic speeds remain low and the streets are pedestrian friendly.

### *Residential Alleys*

To accommodate a variety of residential products, the Placer Vineyards project includes residential alleys which are encouraged to be designed such that they are continuous through a block and provide visibility from one end of the alley to the other. In addition, landscaping (where appropriate) will be provided along alleyways.

### Transit System

The Specific Plan envisions that the project will be served by a multi-faceted transit system and includes facilities to promote public transportation use including a transit center, bus turnouts, bike lockers, park and ride lots and conveniently spaced, covered bus stops. The Plan area will ultimately be served by a local bus system, providing routes within the Specific Plan area; a regional system, providing connections to Roseville, Rocklin and Sacramento County; a commuter system, providing connections to Light Rail and Sacramento; Dial-a-Ride service; and, a lane for a future streetcar route reserved along Town Center Drive. A Transportation System Management (TSM)

Plan will be prepared by the applicant and approved by the County for the Specific Plan area. This Plan may include transportation programs such as: ridesharing/carpooling/vanpooling; preferred parking for carpooling; preferred transit access; transit use incentives; and telecommuting/satellite work centers.

## **Public Utilities and Services**

### **Water Supply and Distribution Facilities**

The Placer Vineyards project proposes that Placer County Water Agency (PCWA) will provide potable water for the project area. PCWA recently completed a detailed analysis of long-term demands in its service area, as well as the Agency's available supplies under three separate conditions. PCWA examined its available supply in normal, multiple dry years, and the single-driest year. The study concluded that PCWA has adequate supplies in all three hydrologic conditions to provide for all current, planned, and proposed growth in western Placer County, including the Placer Vineyards project.

PCWA anticipates that the ultimate water supply for Western Placer County will be provided from a newly developed source on the Sacramento River. PCWA will construct new diversion and treatment plant facilities as well as transmission pipelines to provide this supply to the Placer Vineyards project. The Sacramento River project is not anticipated to be completed until after the Placer Vineyards project is under construction. Therefore, an initial surface water supply is proposed to serve the Placer Vineyards area until the Sacramento River supply is available. The initial surface water supply need was identified as 6,000 acre feet annually. The proposed initial supply consists of available water from PCWA's unused American River water supply diverted at PCWA's new permanent American River Pump Station, conveyed and treated at the existing Foothill Water Treatment Plant, and delivered through PCWA's existing transmission pipeline system to the vicinity of Industrial Avenue. Under an existing agreement with the City of Roseville, PCWA can convey approximately 10 million gallons per day through the City's pipeline system to a location near Base Line Road and Fiddymont Road.

PCWA had also identified a portion of its Middle Fork American River water supply as a backup surface water supply if in the future the Sacramento River project is not available. The Middle Fork American River water supply is comprised of water currently contracted to Sacramento Suburban Water District (SSWD) (formerly Northridge Water District). This water supply would be diverted from Folsom Lake, treated at the Sidney N. Peterson Water Treatment Plant (owned and operated by the San Juan Water District), and conveyed to the Placer Vineyards area.

Groundwater resources are currently used to meet existing water demand, primarily from agricultural operations and rural residences, within the Placer Vineyards area. Much of the groundwater use will be gradually displaced by future surface water as the Placer Vineyards Specific Plan builds out. Although the Placer Vineyards area would not typically rely on groundwater as a water supply, PCWA anticipates using groundwater only as a backup supply, in the event surface water supplies are temporarily reduced. This approach is consistent with PCWA's Integrated Water Resources Plan.

### Wastewater Collection, Treatment and Disposal

Sewer services in Placer County are provided by the Placer County Facilities Services Department, Special Districts Division. This Division maintains and repairs the sewer collection systems, and operates and maintains wastewater treatment plants within its jurisdiction. Areas served include North Auburn, Granite Bay, Sabre City, the Sunset Industrial area, Sheridan, Applegate and Blue Canyon. Wastewater from Granite Bay, Sunset Industrial area and the Dry Creek Communities area (which includes Sabre City) is treated by the City of Roseville under an operations agreement between the participants of the South Placer Wastewater Authority (SPWA). New development in the Placer Vineyards area would be served by means of a wastewater collection system owned and operated by the Special Districts Division after annexation into an existing County Service Area (CSA) or a creation of a new CSA.

The project has proposed two alternatives for wastewater treatment of the properties in the Placer Vineyards area. The preferred alternative is treatment at the Dry Creek Wastewater Treatment Plant (DCWWTP), which is owned and operated by the City of Roseville, on behalf of the SPWA (of which Placer County is a member). Recent studies have shown that there is sufficient availability of treatment capacity at the DCWWTP to serve the Placer Vineyards project; however, the service area boundary will need to be expanded. The other alternative is treatment at the Sacramento Regional Wastewater Treatment Plant, which is owned and operated by Sacramento Regional County Sanitation District (SRCSD); however this is not the preferred alternative.

### Recycled Water

The Placer Vineyards project proposes to utilize recycled water to meet a portion of the irrigation demands for the development. The City of Roseville will be the wholesale provider of recycled water and will provide a recycled water supply in a volume up to the average daily dry weather wastewater flow for the project. Supply may not meet the daily demand during the months of July and August, and a supplemental supply from potable water may be required. Placer County will be the retailer for the recycled water and will be responsible for compliance with state laws.

### Solid Waste

Solid waste generated in Placer County is collected and hauled by the Auburn-Placer Disposal Service from County Franchise Areas One and Four, which include the western and southern portions of Placer County. Solid waste is hauled to the 39.9-acre Western Placer Waste Management Authority's Materials Recovery Facility at the southeast corner of Athens Avenue and Fiddymont Road in the Sunset Industrial area, approximately seven miles north of the Placer Vineyards project area. Solid waste generated by existing residents of the Placer Vineyards area is collected and disposed of by the Auburn-Placer Disposal Service.

### Fire Protection

Fire protection services for the Placer Vineyards project area are provided by Placer County Fire Department and the Sacramento Metropolitan Fire District. Placer County Fire Department provides fire protection for 83 percent of the Placer Vineyards project area. Fire protection service for the remaining portion on the western side of the Placer Vineyards project area (Riego area) is provided by the Sacramento Metropolitan Fire District, which also serves the northern Sacramento County area. The project proposes two new Placer County Fire Department stations.

It is anticipated that an administrative center will be necessary to serve the Specific Plan area at build-out.

#### Government/Sheriff

The Placer Vineyards project proposes a government office facility which will be located in the Town Center of the Specific Plan. The government offices will house County administrative offices. The Placer County Sheriff's Department provides general law enforcement services to the Placer Vineyards area. The Placer Vineyards project would increase the demand for additional sworn and non-sworn officers and support staff to adequately serve the Placer Vineyards area. The project proposes to co-locate a Sheriff's substation with other County administrative offices.

#### Public Schools

The Placer Vineyards area is served by three school districts. The Center Unified School District covers the eastern three-quarters of the Specific Plan area. The Elverta Joint Elementary School District and the Grant Joint Union High School District share a common boundary within the Placer Vineyards area. Six elementary schools, two middle schools and one high school are proposed within the Placer Vineyards area. The number of schools required in the Plan area is based on the Center Unified School District's student generation rates.

The schools have been situated adjacent to park sites and open space to allow for joint use of facilities, trail access and maximized land use. Joint school/ park sites are centrally placed within each neighborhood to provide a focus for neighborhood interaction and to allow children to walk to school. School sites have been evenly distributed throughout the Plan area. Schools are sized for "stand-alone" facilities, which may develop independently of parks.

#### Other Public / Quasi-Public Facilities

Other public/quasi-public facilities are proposed in the Placer Vineyards Specific Plan which include; a library, cemetery, corporation yard and utility substation. The library is proposed to be located in the Town Center. The cemetery and corporation yard are proposed to be located underneath the power lines, west of Palladay Road and south of West Town Center Drive. The substation will be located at the southeast corner of "A" Street and Palladay Road.

#### Initial Project Infrastructure Improvements

The applicant is proposing to commence construction of the following "Core Backbone Improvements" for the Placer Vineyards project prior to any commercial or residential development, and complete it prior to the issuance of the 1,501<sup>th</sup> building permit for the Plan area.

1. Widen Base Line Road to four lanes from Sacramento County line at Pleasant Grove Road and to the Roseville city limits at Walerga Road;
2. Widen Watt Avenue to four lanes and reconstruct portions of Watt Avenue, including a new bridge over Dry Creek from Base Line Road south to the Sacramento County line;
3. Construct Dyer Lane; 16<sup>th</sup> Street, 18<sup>th</sup> Street, and Palladay Road;
4. Install and/or reconstruct traffic signals at the following intersections:

- i. The intersections of Base Line Road at Walerga Road, Watt Avenue, 16<sup>th</sup> Street, West Dyer Lane, Locust Road and Pleasant Grove Road (East).
  - ii. In Sutter County, the intersections of Riego Road at Pleasant Grove Road (West) and Natomas Road.
  - iii. The intersections of Watt Avenue at Dyer Lane and PFE Road.
- 5. Sanitary sewer improvements to serve the project, including but not limited to off-site connection to the Dry Creek Wastewater Treatment Plant;
  - 6. Water improvements necessary to serve the project, including water pipelines, transmission pipelines, water storage tanks and backup drought water wells as required by Placer County Water Agency;
  - 7. Drainage improvements necessary to collect and transfer local storm drainage, including detention as necessary to mitigate off-site impacts per requirements of the environmental document and Drainage Master Plan for the project;
  - 8. Recycled water improvements, including water pipelines, recycled water storage tanks, booster pumps and appurtenances; and
  - 9. Dry utility improvements including but not limited to, electric, telephone, gas, cable, television and streetlight systems, including removal and relocation of existing facilities.

In addition to the obligation to construct the “Core Backbone Infrastructure” at the outset of the project, the property owner/developers will be required under the provisions of the Development Agreement to construct additional and associated sewer, water and road infrastructure identified as “Remaining Backbone Infrastructure” and “Secondary Roads,” as development proceeds within different geographical areas of the Plan. Other improvements required to serve specific properties will be constructed by individual property owners as development moves forward.

**REQUESTED ENTITLEMENTS:** While the Planning Commission will be providing recommendations on the following entitlements, the Placer Vineyards project will also require a series of stepped or sequential actions which must be taken by the Board of Supervisors in conjunction with consideration of the proposed project. The approvals requested and analyzed in this staff report are described in more detail below:

**Specific Plan Adoption:** As part of the requested actions, the Board will consider the approval of the Placer Vineyards Specific Plan and the Placer Vineyards Land Use and Development Standards. The Specific Plan establishes a development framework for the area and addresses aspects of land use, housing, circulation, resource management, public utilities, public services, phasing, and implementation. The Land Use and Development Standards have been included within the Specific Plan (Appendix A of the Specific Plan) for the purpose of addressing the uses and standards within the Placer Vineyards Plan area, but are adopted by a separate action.

**Placer County General Plan Text Amendments:** The applicant is proposing amendments to the text of the Placer County General Plan. Listed below are the requested text amendments. Specific points of the proposed text amendments are discussed in the “Project Analysis” section of this report.

General Plan Page Number	Policy	General Plan language proposed for amendment. (Additional text is shown as <u>underlined</u> , deleted text is shown as <del>strikeout</del> )
<b>Part I – Land Use/Circulation Diagrams and Standards</b>		
21	Land Use Buffer Zone Standards	Amend 2 <sup>nd</sup> paragraph as follows: This <i>General Plan</i> requires the use of buffer zones in several types of development. While the exact dimensions of the buffer zones and specific uses allowed in buffer zones will be determined through the County's specific plan, land use permit, and/or subdivision review process, buffer zones must conform to the following standards (as illustrated conceptually in Figures I-2 through I-7); <u>provided, however, different buffer zone standards may be established within a Specific Plan as part of the Specific Plan approval.</u>
28	Circulation Diagram	Circulation Diagram – Amend diagram to include Specific Plan roadways, including 16th Street and Dyer Lane. Change the designation for Watt Avenue to “Thoroughfare.”
30	Table I-7	Table I-7 – Amend table to include Specific Plan roadways.
<b>Part II – Goals, Policies, and Implementation</b>		
<b>Section 1 - Land Use</b>		
40	1.H.5.	The County shall require development within or adjacent to designated agricultural areas to incorporate design, construction, and maintenance techniques that protect agriculture and minimize conflicts with adjacent agricultural uses, <u>except as may be determined to be unnecessary or inappropriate within a Specific Plan as part of the Specific Plan approval.</u>
40	1.H.6	The County shall require new non-agricultural development immediately adjacent to agricultural lands to be designed to provide a buffer in the form of a setback of sufficient distance to avoid land use conflicts between the agricultural uses and the non-agricultural uses <u>except as it may be determined to be unnecessary or inappropriate within a Specific Plan as part of the Specific Plan approval.</u> Such setback or buffer areas shall be established by recorded easement or other instrument, subject to the approval of County Counsel. A method and mechanism (e.g., a homeowners association or easement dedication to a non-profit organization or public entity) for guaranteeing the maintenance of this land in a safe and orderly manner shall be also established at the time of development approval.
47	1.O.1.	<u>Except as otherwise provided in the Design Guidelines of an approved Specific Plan,</u> <del>t</del> The County shall require all new development to be designed in compliance with applicable provisions of the <i>Placer County Design Guidelines Manual</i> .

Section 3 – Transportation and Circulation		
69	3.A.7.	<p>The County shall develop and manage its roadway system to maintain the following minimum levels of service (LOS), or as otherwise specified in a Community or Specific Plan.</p> <ol style="list-style-type: none"> <li>LOS "C" on rural roadways, except within one-half mile of state highways where the standard shall be LOS "D."</li> <li>LOS "C" on urban/suburban roadways except within one-half mile of state highways where the standard shall be LOS "D."</li> <li><u>An LOS no worse than specified in the Placer County Congestion Management Program (CMP) for the state highway system.</u></li> </ol> <p>The County may allow exceptions to these levels of service standards where it finds that the improvements or other measures required to achieve the LOS standards are unacceptable based on established criteria. In allowing any exception to the standards, the County shall consider the following factors:</p> <ul style="list-style-type: none"> <li>The number of hours per day that the intersection or roadway segment would operate at conditions worse than the standard.</li> <li>The ability of the required improvement to significantly reduce peak hour delay and improve traffic operations.</li> <li>The right-of-way needs and the physical impacts on surrounding properties.</li> <li>The visual aesthetics of the required improvement and its impact on community identity and character.</li> <li>Environmental impacts including air quality and noise impacts.</li> <li>Construction and right-of-way acquisition costs.</li> <li>The impacts on general safety.</li> <li>The impacts of the required construction phasing and traffic maintenance.</li> <li>The impacts on quality of life as perceived by residents.</li> <li>Consideration of other environmental, social, or economic factors on which the County may base findings to allow an exceedance of the standards.</li> </ul> <p>Exceptions to the standards will only be allowed after all feasible measures and options are explored, including alternative forms of transportation.</p>
70	3.A.8.	<p><del>The County's level of service standards for the State highway system shall be no worse than those adopted in the Placer County Congestion Management Program (CMP).</del></p>

70	3.A.12.	The County shall require an analysis of the effects of traffic from all land development projects. Each such project shall construct or fund improvements necessary to mitigate the effects of traffic from the project <u>consistent with Policy 3.A.7.</u> Such improvements may include a fair share of improvements that provide benefits to others.
<b>Section 5 - Recreational and Cultural Resources</b>		
98	5.A.16	<u>Except as otherwise provided in an approved Specific Plan,</u> tThe County should not become involved in the operation of organized, activity-oriented recreation programs, especially where a local park or recreation district has been established.
99	5.A.25.	The County shall encourage the establishment of activity-oriented recreation programs for all urban and suburban areas of the County. <u>Except as otherwise provided in an approved Specific Plan,</u> sSuch programs shall be provided by jurisdictions other than Placer County including special districts, recreation districts or public utility districts.
<b>Section 7 - Agricultural and Forestry Resources</b>		
123	7.B.1.	The County shall identify and maintain clear boundaries between urban/suburban and agricultural areas and require land use buffers between such uses where feasible, <u>except as may be determined to be unnecessary or inappropriate within a Specific Plan as part of the Specific Plan approval.</u> These buffers shall occur on the parcel for which the development permit is sought and shall favor protection of the maximum amount of farmland.

**Dry Creek West Placer Community Plan Amendments:** The Applicant is proposing amendments to the text of the Dry Creek West Placer Community Plan. Listed below are the requested text amendments. Specific points of the proposed text amendments are discussed in the “Project Analysis” section of this report.

<b>Community Plan Page Number</b>	<b>Goal/ Policy</b>	<b>Community Plan language proposed to be revised.</b> (Additional text is shown as <u>underlined</u> , deleted text is shown as <del>strikeout</del> )
<b>Section IV– Transportation/Circulation</b>		
122	6	The Capital Improvement Program (CIP) shall <u>strive to maintain be sufficient to ensure</u> a <del>minimum</del> level of service (LOS) “C” on the Community Plan area’s road network – Given the projected build-out of the Community Plan area and implementation of the CIP.



124	9	<p>The level of service (LOS) on roadways and intersections identified on the Capital Improvement Program (CIP) shall be a Level C or better. The first priority for available funding shall be the correction of potential hazards. <del>Land development projects shall be approved only if LOS C can be sustained on the CIP roads and intersection after:</del></p> <p class="margin-left: 40px;"><del>a. Traffic from approved projects has been added to the system.</del></p> <p class="margin-left: 40px;"><del>b. Improvements funded by this program have been constructed.</del></p> <p><u>The County may allow exceptions to this level of service standard where it finds that the improvements or other measures required to achieve the LOS standard are unacceptable based on established criteria. In allowing any exception to the standard, the County shall consider the following factors:</u></p> <ul style="list-style-type: none"> <li>• <u>The number of hours per day that the intersection or roadway segment would operate at conditions worse than the standard.</u></li> <li>• <u>The ability of the required improvement to significantly reduce peak hour delay and improve traffic operations.</u></li> <li>• <u>The right-of-way needs and the physical impacts on surrounding properties.</u></li> <li>• <u>The visual aesthetics of the required improvement and its impact on community identity and character.</u></li> <li>• <u>Environmental impacts including air quality and noise impacts.</u></li> <li>• <u>Construction and right-of-way acquisition costs.</u></li> <li>• <u>The impacts on general safety.</u></li> <li>• <u>The impacts of the required construction phasing and traffic maintenance.</u></li> <li>• <u>The impacts on quality of life as perceived by residents.</u></li> <li>• <u>Consideration of other environmental, social, or economic factors on which the County may base findings to allow an exceedance of the standards.</u></li> </ul> <p><u>Exceptions to the standard will only be allowed after all feasible measures and options are explored, including alternative forms of transportation.</u></p>
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**Rezoning:** With the adoption of the County’s General Plan in 1994, the entire Placer Vineyards area, with the exception of the open space area along Dry Creek has been zoned with a Combining Development Reserve (-DR) overlay designation. As part of this project, the applicant is proposing to rezone all participating properties within the Specific Plan area to the “Specific Plan” (SPL) zoning district (Article 17.51 of the Zoning Ordinance). Non-participating properties within the Specific Plan area and properties located within the Special Planning Area (SPA) are not proposed to be rezoned. Those properties will remain in their current zoning classifications. Attachment A depicts the proposed rezoning for the site.

**Development Agreements:** Development Agreements are authorized by California Government Code Section 65864 et seq. and Section 17.58.210 of the Placer County Zoning Ordinance. A Development Agreement sets forth individual property owners' specific obligations relating to: infrastructure construction, financing, and timing; financial contributions for infrastructure maintenance and public services; and other obligations that may be imposed by the County as conditions of approval. A Development Agreement also provides the property owner with certain vested development rights. Development Agreements are recorded documents that obligate future property owners to the terms of the agreement. As proposed by the applicant, Development Agreements will be executed by each individual property owner within the Placer Vineyards project area.

The Development Agreements for the Placer Vineyards project enforce the obligations between the County and property owners to enable the development of the Plan area. The Agreements are binding contracts with a 20-year period that set the terms, rules, conditions, regulations, entitlements, responsibilities, and other provisions relating to the development of the Placer Vineyards project. The Development Agreements address issues relating to the development of the project area (i.e., permitted uses, affordable housing requirements), the obligations of the property owners and the County (i.e., dedications, improvements, financing), as well as the general provisions of the Agreements (i.e., term, annual review, default). The following is a summary of the major provisions of the proposed Placer Vineyards Development Agreements. A copy of the draft Development Agreement is provided in Attachment I and the Recommendations of the Planning Commission to the Board of Supervisors, which has been provided under separate cover as a supplement to this report.

1. Project Fee and Cost - The property owner/developer is required to pay all fees and costs for the following:
  - a. County's administration and implementation of the Placer Vineyards Specific Plan, Finance Plan and Urban Services Plan.
  - b. Project mitigation fees, as well as any new mitigation fees pursuant to Government Code section 66000. Project mitigation fees typically include sewer, traffic, drainage, and parks fees.
  - c. "Project Development Fees," which include agricultural water supply enhancement fees which will provide funding for additional recycled water storage and conveyance facilities to assist with the provisions of affordable agricultural water supply, Walerga Road Bridge fees, regional traffic fees ("Tier II Fees"), Highway 99/70 Riego Road Interchange Fee and a supplemental traffic fee. These fees are in addition to the mitigation fees and provide additional public benefit.
  - d. "Project Implementation Fees," which consist of fees to reimburse the Property Owner/ Development Group for development cost and provide funding to the County for shortfalls in public services costs.
2. Affordable Housing - The property owner/developer agrees to provide 10 percent of the total residential units as affordable units to middle income, low income, and very low income households, with two percent of all the units being set aside for middle income households, four percent of all the units being set aside for low income households, and four percent of all the units being set aside for very low income households (as defined by the

State of California). The Development Agreement also lays out a program for providing affordable housing in Placer Vineyards.

3. Improvement Cost and Construction Timing - The property owner/developer will be required to provide and construct the entire backbone infrastructure required for the project. The “Core Backbone Infrastructure” must be substantially completed prior to the issuance of the first building permit within the Plan area, and must be completed and accepted by the County before the issuance of the 1,501<sup>th</sup> residential building permit within the Plan area. The backbone infrastructure includes all roadways that are defined as backbone roads, sewer, water, recycled water and applicable drainage improvements necessary to serve the project. The remaining backbone infrastructure will be installed by the Developer in accordance with specified triggers to serve additional development of the project.
4. Utility and Service Master Plans - The property owner/developer will prepare certain “Master Plans,” including a County Facilities Master Plan, Parks Master Plan, Transit Master Plan, and Landscape Master Plan, and update the Sewer and Drainage Master Plans, which must be approved prior to the recordation of the first large-lot Final Map within the Plan area.
5. Schools - The property owner/developer will be required to enter into school mitigation agreements with the applicable school districts prior to the issuance of any building permits within the property.
6. Public Facilities – The property owner/developer will finance and construct all County facilities within the project necessary to serve the Plan area. These facilities include, but are not limited to, two fire stations, sheriff facilities, a library, and a corporation yard. The property owner/developer will also be required to dedicate land for and construct (at the developer’s expense), all parks within the project.
7. Services Funding – The property owner/developer will be required to establish a Services Community Facilities District and/or a County Service Area to supply funding for the provision of all required services to the Plan area at an urban level, including but not limited to sheriff services, fire protection services, recreation program services, library services, maintenance of parks, landscaping and open space, including off-site open space and habitat mitigation lands, and maintenance of storm drainage systems.
8. Developer Group Formation - The property owners/developers have agreed to form a Developer Group which will monitor and enforce certain Development Agreement obligations of each developer and which will act as a single point of contact for the County.

## **OTHER SUPPORTING DOCUMENTS**

To aid in the understanding of the details relating to the public facilities financing and the types/costs of urban level of services associated with the Placer Vineyards project, the Planning Commission and the Board of Supervisors have been provided a Public Facilities Financing Plan and Urban Services Plan for review and consideration. These documents are further detailed and analyzed in this staff report.

**Public Facilities Financing Plan:** The Financing Plan defines the specific mechanisms that will be required to fund the capital costs of all infrastructure necessary to accomplish Specific Plan build-out.

**Urban Services Plan:** The Placer Vineyards Specific Plan Urban Services Plan (Services Plan) describes the standards, delivery, costs, and funding mechanisms for the following types of public services in the Plan area: County-wide services (e.g., probation, health services); fire protection; Sheriff protection; library services; transit services; local parks operations and maintenance; regional park facilities operations and maintenance; recreation services; open space maintenance; landscape corridors maintenance; and local roads maintenance.

The Urban Services Plan describes a financing strategy to fund an urban level of public services that will be provided to Placer Vineyard's future residents, businesses and employees commensurate with surrounding jurisdictions. These sources include existing revenues as well as newly created funding sources paid by future development in Placer Vineyards.

**FUTURE PROJECT RELATED PLANS:** The Development Agreement requires additional Master Plans be approved before the approval of the first small-lot Tentative Subdivision Map. These approvals include:

- Landscape Master Plan: This plan will address the design of the streetscape, landscape corridors adjacent to streets, landscaped buffer areas, other open space areas, community entries, street lights, and other image features that help establish the landscape and streetscape character of the community;
- Parks and Recreation Master Plan: This plan will identify the facilities for each park site or recreation facility and will include a detailed development plan for the type of equipment and updated cost estimates for each park site. The Master Plan will also establish the design themes for the parks that complement the designs of the Landscape Master Plan;
- Update of the Sewer and Drainage Master Plans: Both the Sewer Master Plan and Drainage Master Plan will need to be updated (preliminary plans have been reviewed by the County) and finalized during the improvement plan review process. The Sewer Master Plan will include information on the sizing of facilities, the mapping of sewer systems, and updated cost estimates. The Drainage Master Plan will include information on the size of and location of drainage facilities, the mapping of drainage systems, and updated cost estimates;
- County Facilities Master Plan: This plan will set forth the detailed specifications and standards for the design, construction, and equipment for County Facilities (i.e., Corporation Yard, Fire Stations, Sheriff's Substation, Government Center, Library, and Transit Center) that are planned to be owned and operated by the County;
- Transit Master Plan: This plan will address public transit service to the Specific Plan area. The Transit Master Plan will identify routes, service times, fares, vehicle requirements, service levels, staffing and administrative costs, capital requirements, and any other information necessary to provide a complete transit service;

- Establishment of Urban Services Financing Mechanisms: The Urban Services Plan will be used to determine mechanisms for urban services through a Community Facilities District (CFD) or County Service Area (CSA). Cost estimates may be updated, final project taxes and assessments will be defined, and any necessary CFD or CSA will be formed; and
- Development and Implementation Policies and Procedures Manual: This manual will provide the County a comprehensive approach for processing approvals, roles and responsibilities of the County and Development Group, and issuing permits for development within the Plan area.

### **PROJECT ANALYSIS:**

In summary, staff supports the proposed project, based on the findings as identified in the Recommendations of the Planning Commission to the Board of Supervisors, which has been provided under separate cover as a supplement to this report. The following analysis provides additional information supporting staff's recommendation on the proposed Specific Plan project.

#### **General Plan Consistency**

When the Dry Creek West Placer Community Plan was adopted in 1990, a large portion of the area west of Dry Creek and Walerga Road was retained in agricultural land uses so that it could be the subject of further study and review as the County undertook a County-wide update of the Placer County General Plan. On August 16, 1994, the County adopted the Placer County General Plan (Resolution 94-238) and took several actions in conjunction with the approval, including the adoption of "Exhibit 1", which established "standards for development in the specific plan area". Resolution 94-238 amended the Dry Creek West Placer Community Plan to include the "West Placer Specific Plan area" and made "changes to the text as well as amendment to all of the exhibits and the community plan land use diagram."

In conjunction with the adoption of the General Plan, the Board of Supervisors rezoned the "West Placer Specific Plan Area" (i.e., the Placer Vineyards Specific Plan area) to add a Combining Development Reserve (-DR) designation which requires the preparation of a Specific Plan for any new development proposed beyond those uses permitted by the base zoning. Exhibit 1 includes explicit development standards for the West Placer Specific Plan area, design elements for transit, urban design criteria (urban form, town center, village core area, public gathering areas, community open space areas, pedestrian-oriented design, commercial areas, residential areas, open space and roadway corridors), and special provisions covering phasing, agricultural water supply and noise.

The intent of the special requirements set forth in Exhibit 1 was to provide for a comprehensive overall plan for the West Placer Specific Plan area and to apply planning criteria that are distinct and separate from the remainder of the Dry Creek West Placer Community Plan and which supersedes the goals and policies of the Community Plan. Based upon Resolution 94-238, the Dry Creek West Placer Community Plan was amended to provide for the future "West Placer Specific Plan." As such, this proposed project is considered to be consistent with the Community Plan, and the proposed project has been analyzed for consistency with goals and policies set forth in the Placer County General Plan.

While there continues to be opposition from some of the residents to this proposed project as not being consistent with the Dry/Creek/West Placer Community Plan, the decision to develop a Specific Plan, including the allocation of up to 14,132 new residential units, was set in 1994. While some would prefer to see this portion of the County remain as a rural residential area, this proposal is consistent with the actions that the Board of Supervisors established for this project area in 1994, including the development of urban-level commercial and residential projects.

An analysis of the proposed Placer Vineyards Specific Plan project's consistency with the Placer County General Plan Development Standards (Exhibit 1 to the General Plan) is provided in Attachment E (Placer Vineyards Exhibit 1 Consistency). The project is consistent with uses (residential, commercial and open space) as outlined in the General Plan. The proposed project also includes: buffers and design techniques to provide transitions between uses, a public transit system, an urban design that provides for public facilities and social focal points in the community, and community open space. As discussed in the consistency analysis, the applicant is proposing text amendments to the General Plan and Dry Creek West Placer Community Plan to clarify transportation levels of service exceptions, land use buffers, compliance with the Design Guidelines Manual, and recreation policies. The amendments are briefly summarized below.

- Changes to the Transportation and Circulation Element of the General Plan and the Dry Creek West Placer Community Plan which will provide clarity regarding the extent to “exception” language. These amendments will set forth acceptable levels of service (LOS) for various types of roadways in the County and will permit project transportation improvements to be considered for “exceptions” to the LOS.
- Changes to the Land Use and Agricultural and Forestry Resources Elements of the General Plan which will deal with buffers and the need to minimize urban/rural conflicts. This amendment will allow for specific plan buffers to be tailored to the unique circumstances and/or land use types contemplated in a specific plan.
- Changes to the Land Use and Agricultural and Forestry Resources Elements of the General Plan which deal with compliance with the Placer County Design Guidelines Manual. This amendment will allow for Specific Plans to provide Design Guidelines.
- Changes to the Recreation and Cultural Resources Element of the General Plan for policies dealing with “activity-oriented recreation programs.” This amendment will allow the County to be involved in activity-oriented recreation programs.

A complete list of the proposed amendments, with proposed amendment language, is included in the “Requested Entitlement” section of this report. Staff supports the requested General Plan and the Dry Creek West Placer Community Plan text amendments. These amendments clarify policy language for Specific Plans and further implements the approvals set in place by the Board in 1994 for the West Placer Specific Plan. Staff has found that the project, with the proposed General Plan amendments, is consistent with the Placer County General Plan and the accompanying development standards (Exhibit 1).

### **Land Use and Community Design**

The Placer Vineyards Specific Plan project is proposed to be developed as a compact, self-contained community. The Placer Vineyards land use plan includes a mix of higher density residential neighborhoods, a central mixed-use Town Center, two mixed-use Village Centers, a commercial/employment corridor, parks, recreation facilities, schools, religious facilities, and a network of open space and protected riparian corridors. The land uses for the Specific Plan are divided as follows:

- Urban residential - 46 percent;
- Rural residential (SPA area) - 19 percent;
- Commercial - 5 percent; and
- Public/quasi-public - 30 percent.

### **Consistency with “Smart Growth” Principles**

For the Sacramento region, the Sacramento Area Council of Governments (SACOG) has developed and promoted seven principles of “smart growth”. The smart growth concept identifies a set of policies governing transportation and land use planning for urban areas that benefits communities and preserves the natural environment. Smart growth encourages land use patterns that are compact, transit-oriented, walkable, bicycle-friendly, and include mixed-use development with a range of housing choices. The seven principles of smart growth include:

- 1) Transportation choices;
- 2) Mixed-use development;
- 3) Compact development;
- 4) Housing choice and diversity;
- 5) Use of existing assets;
- 6) Quality design; and
- 7) Natural resources conservation.

Provided below is an analysis of the Placer Vineyards Specific Plan project’s consistency with SACOG’s seven principles of smart growth.

1. **Transportation Choices:** Developments should be designed to encourage people to sometimes walk, ride bicycles, ride the bus, ride light rail, take the train or carpool. Use of smart growth concepts for land use and right-of-way design will encourage use of these modes of travel and the remaining auto trips will be, on average, shorter.

The Placer Vineyards project provides land use and right-of-way design concepts that encourage and allow for use of all modes of travel (i.e., BRT, buses and bicycles) to reduce vehicle trips. The circulation network is designed to accommodate the expected Specific Plan area and regional traffic, as well as to provide logical connections and extensions of pedestrian, bikeway and transit facilities. The Specific Plan includes a system and facilities to promote public transportation use including one transit center located on Town Center Drive to serve as a transfer point for regional and local transit services, bus turnouts, shelters, park-and-ride lots, bike lockers and incentives to use public transit. Also proposed is a network of Class 1 bicycle trails that connect the villages to the neighborhoods as well as bicycle lanes are provided on key thoroughfares.

The project proposes to reserve right-of-way along Watt Avenue for a regional Bus Rapid Transit (BRT) system that will connect this community to the region wide system. Dedication of right-of-way for a future streetcar system has also been reserved along the north side of Town Center Drive, extending from the transit center on Watt Avenue to the Town Center, ending at 16<sup>th</sup> Street.

2. Mixed-Use Developments: Buildings, residences, shops, entertainment, office and even light industrial uses near each other can create active, vibrant neighborhoods. This mixture of uses can be either in a vertical arrangement (mixed in one building) or horizontal (with a combination of uses in proximity to each other). These types of projects function as local activity centers, contributing to a sense of community, where people tend to walk or bike to destinations and interact more with each other. Separated land uses, on the other hand, lead to the need to travel more by automobile because of the distance between uses. Mixed land uses can occur at many scales. Examples include: a housing project located near an employment center, a small shopping center located within a residential neighborhood, and a building with ground floor retail and apartments or condominiums on the upper floor(s).

Consistent with this smart growth principle, the Placer Vineyards project proposes residences, shops, entertainment, office and light industrial uses in proximity to each other. The Town Center is envisioned to create a pedestrian-oriented, easily accessible, mixed-use retail core in the heart of the Placer Vineyards community. The Town Center will support a mix of uses with office or residential uses located above ground-floor retail shops. Ground-floor retail uses with mid-rise buildings (the height limitation is 75 feet for the TCC), placed at the back of sidewalks, will open onto wide pedestrian sidewalks, allowing for outdoor dining and retail displays. The uses allowed in the Town Center include a variety of retail stores and services, entertainment uses, and public and quasi-public uses, along with public parks, an amphitheater, and plazas. This combination of uses will help create active, vital neighborhoods.

3. Compact Development: Creating environments that are more compactly built and use space in an efficient but aesthetic manner can encourage more walking, biking, and public transit use, and shorten auto trips.

The overall design and land use plan of Placer Vineyards creates a compact development pattern by establishing a series of concentrated urban centers and a mix of residential neighborhood developments. The project proposes higher intensity mixed-uses clustered around the Town Center and the two neighborhood village centers which will be connected through a regional bus transit system. A transit center is proposed to be located on Watt Avenue within the commercial center and a system of on-off-street trails will link into a regional trail system. The Specific Plan encourages buildings to grow vertically rather than horizontally by increasing floor area ratios and increasing the building height limitations. In addition, the Specific Plan encourages structured rather than surface parking. These approaches encourage more efficient land use by requiring less land for construction.

4. Housing Choice and Diversity: Providing a variety of places where people can live – apartments, condominiums, townhouses, and single-family detached homes on varying lot



sizes (including for sale and rental products) – creates opportunities for the variety of people who need them: families, singles, seniors, and people with special needs. This issue is of special concern for the people with very low-, low-, and moderate-incomes, including retail employees, service workers and other people for whom finding housing close to work is challenging. By providing a diversity of housing options, more people have a choice.

The Placer Vineyards project proposes three residential land use designations, LDR, MDR, and HDR, ranging from 2 to 22 units per acre. The project proposes a Commercial/Mixed Use (CMU) land designation which is intended to encourage a variety of projects with a mix of uses, including high density residential, retail and office uses within one development. The Town Center Commercial (TCC) also encourages residential uses. No single type of housing can serve the varied needs of today's diverse households, and the Placer Vineyards project provides land use designations that will increase housing choices for the region. In addition, the Plan proposes to integrate single- and multi-family developments which can support a more diverse population and allow a more equitable distribution of households for all income levels.

5. Use of Existing Assets: In urbanized areas, development on infill parcels, and intensification of uses of underutilized parcels, makes better use of existing public infrastructure. This can also include rehabilitation and reuse of historic buildings, denser clustering of buildings in suburban office parks, and joint use of existing public facilities such as schools and parking garages.

As the Placer Vineyards project is located on the edges of existing urbanized areas, the project has been designed to create links with these surrounding communities. In addition, the project is located in southwest Placer County which provides opportunities for this urban area to utilize the existing assets of the region, including the transportation network and the location of major employment centers.

6. Quality Design: The design details of land use development - such as the relationship to the street, setbacks, placement of garages, sidewalks, landscaping, the aesthetics of building design, and the design of the public right-of-way (the sidewalks, connected streets and paths, bike lanes, the width of streets) - are all factors that can influence the attractiveness of living in a compact development and facilitate the ease of walking and biking to work or neighborhood services. Good site and architectural design is an important factor in creating a sense of community and a sense of place.

The Placer Vineyards project incorporates a comprehensive set of design guidelines and development standards that promote an attractive, livable community with a sense of place. The design guidelines and development standards specifically detail the design of the “public realm” (the character of the streets, sidewalks, and front yards) to create a strong pedestrian-oriented environment. Residences are encouraged to front onto pedestrian sidewalks; retail areas are encouraged to extend into the sidewalks to create space for community interaction. In addition, to ensure the Specific Plan build-out is consistent with the design goals and policies within the Specific Plan, all projects within the Plan area will be subject to a staff-level design review process.

7. Natural Resources Conservation: This principle encourages the incorporation of public use open space (such as parks, town squares, trails, and greenbelts) within development projects, over-and-above local requirements, along with wildlife and plant habitat preservation, agricultural preservation and promotion of environment-friendly practices (such as energy efficient design, water conservation and stormwater management). In addition to conserving resources and protecting species, this principle improves the overall quality of life by providing places for everyone to enjoy the outdoors with family outings and by creating a sense of open space.

A key planning concept of the Placer Vineyards project is the incorporation of public use open space (such as parks, town squares, trails, and greenbelts) within the development. Neighborhoods have been organized to provide an interconnected system of parks and open spaces. In addition, the Specific Plan proposed to preserve some sensitive habitat areas, vernal pools, oak woodlands, and the existing Dry Creek corridor within the Plan area. These open space areas will be an integral part of the open space within the Plan area.

Staff has determined that the Placer Vineyards Specific Plan project achieves land use and transportation policies that are consistent with SACOG's principles of smart growth.

#### Consistency with Surrounding Urban Developments

The entire Specific Plan area is 5,230 acres in size, which is approximately eight square miles of area. In comparison to other urban areas in Placer County, the Placer Vineyards area is about 2.5 times smaller than the existing cities of Lincoln (19 square miles) and Rocklin (19 square miles), and about 4.5 times smaller than the City of Roseville (36 square miles). The estimated population at the build-out of the Placer Vineyards Specific Plan is 32,800 people. The existing population for the City of Lincoln is 27,400 people, population for the City of Rocklin is 50,500 people and population for the City of Roseville is 102,200 people.

While the overall residential density proposed in the Placer Vineyards Specific Plan is 5.7 units per acre, the proposed project, at 4,100 persons per square mile, will be denser than the City of Rocklin (2,736 persons per square mile) and the City of Roseville (2,838 persons per square mile). Accordingly, the Placer Vineyards project will implement smart growth principles through the densification of population.

#### Consistency with Regional Planning Efforts

The Sacramento Area Council of Governments (SACOG) Board of Directors adopted the Preferred Blueprint Scenario ("Blueprint Plan") in December 2004. The "Blueprint Plan" is one alternative vision to accommodate the anticipated longer-term growth needs of the SACOG region, which includes Placer County. The "Blueprint Plan" proposes a compact urban development pattern with a balance of employment, residential, shopping and recreational uses linked to transportation system improvements. SACOG's vision is intended to help guide land use and transportation choices over the next 50 years as the region's population grows from its current population of 2 million people to include more than 3.8 million people.

As part of the "Blueprint Plan", SACOG developed a Blueprint Concept Map which depicts one way for the region to grow through the year 2050. The growth pattern depicted in the Blueprint Concept Map implements the SACOG principles of smart growth and illustrates on a regional scale the amounts and locations needed for the anticipated future growth. However, the Blueprint Concept Map is just that, conceptual, and was developed with the intent to illustrate only one (of many) regional smart growth development scenarios. As stated by SACOG officials, the Blueprint alternative is only a suggestion and is not intended to be applied or implemented in a literal, parcel-level manner.

The "Blueprint Plan" Concept Map envisions the surrounding cities and unincorporated southwest Placer County becoming an integrated component of the region's core urban area. This area would be comprised of mostly residential units which would serve the existing and proposed employment centers of Roseville, Rocklin, Sacramento, and South Sutter County.

Other jurisdictions in the region have taken steps to implement SACOG's "Blueprint Plan". For example, the City of Roseville adopted its "Smart Choices for Roseville's Future" (Implementation Strategies to Achieve Blueprint Project Objectives), and the City of Sacramento adopted a resolution that specifies its Blueprint Implementation activities. Rancho Cordova incorporated the Blueprint principles into its general plan, and the same is proposed by the City of Lincoln's General Plan update (currently under review). Similarly, Sacramento County's general plan update supports the principles of the Preferred Scenario. Generally, most jurisdictions, with the exception of Yuba County, are undergoing planning that is strongly influenced by the blueprint principles.

In terms of local land use planning, the "Blueprint Plan" does play an advisory role and is intended to guide the region's land use and transportation planning. The proposed Placer Vineyards Specific Plan is generally consistent with the overall distribution of land uses as depicted in the SACOG Blueprint Concept Map. The Specific Plan provides a range of higher intensity uses, clustered around a Town Center and along the major transit corridor (Base Line and Watt Avenue). However, the total number of residential units proposed in the proposed project (14,132 dwelling units) is less than the SACOG's "Blueprint Plan" Concept Map (21,836 dwelling units).

#### Public Facilities Financing Plan

The Placer Vineyards Financing Plan includes the estimates necessary to construct the infrastructure and public facilities required for this project. The Financing Plan also describes the proposed financing strategy and mechanisms to fund these costs to serve the 14,132 residential units and 3.5 million square feet of commercial space planned. Backbone infrastructure costs include major roadways, sewer, water and recycled water, storm drainage, open space/detention, and dry utilities. Public facilities costs include schools, parks, library, government center, transit, corporation yard, fire, and sheriff facilities and equipment. School districts have been consulted over the project review period, and funding for schools is discussed in the Public Facilities Financing Plan.

At build-out, the estimated total cost to fund infrastructure, public facilities, and associated administration is \$805 million (in 2006 dollars):

- \$235.5 million dollars for Core Backbone Improvement costs,
- \$70 million dollars for the remaining Backbone Improvement costs, and
- \$500 million dollars for the Public Facility improvements.

The project will be required to fund and construct the “Core Backbone Infrastructure” at the initial development and this infrastructure must be completed prior to the issuance of the 1,501<sup>th</sup> building permit. Subsequent development within the Plan is required to build Remaining Backbone Infrastructure and Secondary Roadway improvements as described in the Development Agreements. Notable aspects of the Financing Plan relating to infrastructure and public facilities financing include:

- Project development is proposed as a single phase project, which requires a significant amount of upfront funding (\$235.5 million dollars) and construction of the “Core Backbone Infrastructure”.
- Opportunities for public financing for infrastructure and public facilities are limited, priority is established for public financing of services.

In addition to these funding strategies, the property owner/developers will also participate in existing and new fee programs to fund transportation, drainage, and other infrastructure improvements, project specific public facilities (e.g., parks, sheriff) and regional facilities (i.e., library and regional fire training center). The Placer Vineyards Specific Plan Fee will be paid at building permit to fund public facilities that will serve the Placer Vineyards area. The Southwest Placer Fee, also paid at building permit, will fund regional public facilities, with Placer Vineyards paying its proportionate share. These fees are currently estimated as follows:

- Development Mitigation Fees - \$9,776 to \$11,347 dollars per residential unit; \$80,000-\$128,000 dollars per non-residential acre.
- Project Development Fees - \$10,438 to \$13,165 dollars per residential unit; \$36,000 to 43,000 dollars per non-residential acre.
- Placer Vineyards Specific Plan Fee - \$11,200 to \$16,100 dollars per residential unit; \$32,180 to \$35,180 dollars per non-residential acre.
- Southwest Placer Fee - \$1,247 – \$1,416 dollars per residential unit; \$643 to \$648 dollars per non-residential acre.

There are other fees that will be required for development within the Plan area. These fees include a PCWA fee and schools fees and are payable prior to issuance of a building permit.

#### Urban Services Plan

The Urban Services Plan describes a financing strategy to fund an urban level of public services, consistent with the Board of Supervisor direction and commensurate with surrounding jurisdictions.

The estimated costs of providing the urban services to the Plan area are based on a fiscal impact report prepared by Hausrath Economics Group and service level ranges identified in the project Environmental Impact Report. Service level ranges were derived from a series of consultant studies and program planning estimates provided by County staff who will be responsible for

providing urban services. Total annual services costs at build-out are \$66.7 million (in 2006 dollars). Net costs after considering off-setting revenues is \$31.7 million dollars and is proposed to be funded by special taxes and assessments on a per residential unit or non-residential per acre basis which include:

- \$2,700 dollars per unit annually for single family dwelling units,
- \$2,180 dollars per unit for multifamily,
- \$880 to \$1,100 dollars per unit for affordable housing units, and
- \$4039 to \$4,847 dollars per non-residential acre.

A concern regarding the Services Plan is the relatively high annual special taxes and assessment projected for the project, primarily resulting from the extremely low property tax share the County receives from the project area and the overall costs associated with delivering urban service levels. Property tax is the most significant source of discretionary revenue in Placer County, accounting for 85 percent of discretionary General Fund dollars. County-wide services such as detention, District Attorney, Health and Human Services are dependent on revenue from this level of funding. The property tax share from Placer Vineyards is about 35 percent less than that which is currently received in the unincorporated area overall. This dynamic, combined with costs to deliver urban services, requires significant special taxes and assessments.

Funding for the net services costs is planned to be provided through Mello-Roos Community Facilities District(s) (CFD) and a County Service Area(s) (CSA), which will provide the special tax and assessment revenue. Service costs are distributed to both residential and non-residential development for fire, sheriff, roads, landscape corridors, countywide services, and traffic. Trails, parks, recreation, open space, and library are distributed to residential alone in that they are considered the user population for those services. A per-unit and per-1,000 building square feet special tax/assessment is derived based on the proportional share of costs for each service category. The urban service cost estimates will be refined as part of the process of forming the CFD(s) and CSA(s) and a final Service Plan will be provided to the Board of Supervisors at that time.

**CEQA Compliance:** The Placer Vineyards Specific Plan EIR was prepared pursuant to CEQA and the County's Environmental Review Ordinance. A Notice of Preparation (SCH No. 1999062020) for the EIR was distributed on June 7, 1999. A subsequent Notice of Preparation was circulated in May 2001 that specifically addressed a change in the proposed water supply and outlined alternatives for both interim and long-term water supplies. Copies of the original and subsequent Notice of Preparations are provided in Appendix A and B of the Revised Draft EIR. In addition, Appendix P contains letters sent to Sacramento and Sutter counties advising those agencies of their role as a potential Responsible Agency for the proposed project. A response letter from Sutter County is also included in Appendix P.

In September 2004, the County released the first Draft EIR for the then-proposed design of the Placer Vineyards Specific Plan and circulated the document for a 45-day public review period. Following the receipt of comments on that Draft EIR, the project applicant modified the project to address concerns raised in those comments and to consider a new SACOG-preferred "Blueprint Alternative." In March 2006, the County released a Revised Draft EIR for the

project. The Revised Draft EIR was circulated for a 45-day public review period which ended on May 19, 2006. During the 45-day public review period, the County held a public hearing before the Planning Commission to receive comments on the Revised Draft EIR (refer to Attachment F, Revised Draft EIR Staff Report).

The Revised Draft EIR evaluated the existing environmental resources in the vicinity of the Specific Plan area and off-site infrastructure, analyzed potential impacts on those resources resulting from the proposed project, and identified mitigation measures that could avoid or reduce the magnitude of those significant impacts.

In July 2006, Placer County decided to partially recirculate the Placer Vineyards Specific Plan Revised Draft EIR to allow for additional comment on a partially revised traffic analysis for the project and new information on special-status species not previously thought to be present in the project area. The Partially Recirculated Revised Draft EIR was released for a 45-day public review period from July 31, 2006 to September 13, 2006. As part of this partial recirculation effort, Placer County also elected to make available for public review the current version of the Placer Vineyards Public Facilities Draft Financing Plans.

In December 2006, the County released the Final EIR, which includes responses to comments received on the Revised Draft EIR and Partially Recirculated Revised Draft EIR. The Draft EIR, the Revised Draft EIR, the Partially Recirculated Revised Draft EIR and the Final EIR together constitute the Final EIR for the project. The Board of Supervisors is responsible for certifying the Placer Vineyards Final EIR and ultimately acting on the proposed project, based on the Planning Commission's recommendation. As such, written findings will be prepared pursuant to state and local requirements for certifying the Final EIR. If the proposed project is approved, a Statement of Overriding Considerations must be adopted to explain how the project's benefits outweigh the unavoidable adverse environmental impacts of the proposed project. The Planning Commission is not being requested to make any recommendation regarding the adequacy of the Final EIR. However, any comments the Commission may have regarding this document will be forwarded to the Board of Supervisors with the Commission recommendations.

After publication of the October 2006 Final EIR, some errata were noted. The specific errata are described in Attachment G and include minor clarifications and/or corrections as well as the strengthening of the cultural resource mitigation measures. These minor clarifications and/or corrections are procedural in nature and have no bearing on the environmental analysis contained in the Final EIR and do not alter any of its conclusions.

## **ENVIRONMENTAL IMPACT ANALYSIS:**

Provided below is a summary analysis of environmental topics address in the Final Environmental Impact Report.

### **Transportation and Circulation**

The Placer Vineyards project traffic study analyzed traffic impacts under existing, cumulative (2025) and "super cumulative" conditions (i.e., full build-out of adopted General Plans and more speculative development, such as the Curry Creek Community Plan area). The cumulative

analysis allowed the projects impacts to be evaluated in context with surrounding projects and anticipated regional growth.

#### Level of Service Impact Evaluation

The study area included portions of five jurisdictions: Placer County, Sutter County, Sacramento County and the cities of Roseville and Rocklin. For all but the City of Roseville, the Placer County traffic model was used to evaluate project impacts. The Placer County model is based on a model created by SACOG, which models a large region. The project analysis focused on the areas where Placer Vineyards could substantially alter traffic levels and distribution, such as Base Line Road, Walerga Road, Elverta Road, Pleasant Grove Road and the surrounding vicinity.

The study also included an impacts analysis on and within the City of Roseville using the same assumptions used by the City of Roseville for its Capital Improvement Program (CIP).

In order to determine the project's impacts, the data produced by the model were processed to show how intersections and roadway segments will be affected. Different intersection configurations and travel lanes were input into the model to evaluate the effects of adding project traffic to the existing and projected (cumulative) roadways networks. The significance of project impacts on roads and intersections was based on "level of service" (LOS) standards.

Level of service is a qualitative measure of a number of factors including speed and travel time, traffic interruptions, safety driving comfort and convenience and operation costs and range from "A", best, to "F", worst. Different jurisdictions consider different LOS standards acceptable.

Placer County's current LOS standard is level "C", with exceptions if the improvements or other measures required to achieve the LOS "C" standard are found to be unacceptable, based on criteria provided in the General Plan. The Placer Vineyards project is proposing a standard of LOS D within the Plan area, while striving to maintain LOS C on the intersections and roadways outside the Plan area. Staff supports the LOS D standard within the Plan area, as this level of service is consistent with the proposed urban densities. In comparison, Sacramento County has adopted a policy of LOS E on its urban roadways and LOS D in rural areas; the City of Roseville requires that development not reduce the level of service at 70 percent of its intersections to less than LOS C; and Sutter County has set a standard of LOS D for the South Sutter development area.

When the model shows that the proposed project would cause a road or intersection to degrade below the LOS considered acceptable by the relevant jurisdiction, the impact is considered significant. Mitigation measures are identified for all traffic impacts that are considered significant, if feasible mitigation can in fact be developed.

The Placer Vineyards project will be required to construct extensive local improvements which can be divided into three categories. These improvements are proposed as part of the project, and assumed in the traffic analysis. The first category includes improvements that affect major arterials such as Base Line Road, Watt Avenue and Walerga Road. Many of these improvements must be constructed prior to the start of any building within the Specific Plan area. Significant

project improvements include widening Base Line Road and Watt Avenue to four lanes, constructing West Dyer Lane, and installing traffic signals where warranted. The second improvement category is those collector roads that will provide the major circulation routes within the Specific Plan area. These include Palladay Road, 16<sup>th</sup> Street, East Dyer Lane, West and South Town Center Drive. The third improvement category includes those improvements that are necessary to provide internal circulation to specific projects within the Specific Plan area. Generally, these roads have not been specifically designed, and will be developed as individual projects proceed.

Assuming the above improvements would be implemented as part of the project, the EIR evaluation of the Placer Vineyards traffic impacts, found that impacts on Placer County could be mitigated to less-than-significant levels under existing conditions. Impacts outside of Placer County under existing conditions could also be mitigated, but because other jurisdictions would be responsible for implementing improvements identified in mitigation measures, the impacts are considered significant and unavoidable.

The EIR analysis indicates that when project traffic is considered in the context of cumulative growth within the region, impacts would remain significant even after implementation of identified mitigation. Whether Placer Vineyards is adopted or not, cumulative development will result in unacceptable service levels on some roads and at intersections within Placer County, Sacramento County, the City of Roseville and Sutter County and on State Route 65, Highway 70/99 and Interstate 80. Cumulative development will trigger the need for extensive improvements to existing roads, as well as the construction of new roads such as Placer Parkway and the Watt Avenue extension to provide a regional roadway network with adequate capacity. The analysis also showed that local highways serving the area (Interstate 80, State Routes 99/70, and State Route 65) will require further widening and interchange improvements. Even with these extensive proposed regional improvements and project mitigation, it is projected that there are sections of roadways and the highways that will operate at LOS F during the p.m. peak hour at full project build-out, such as segments of Walerga Road and Watt Avenue, and most of the studied highway segments. Several intersections would also continue to operate at unacceptable service levels, such as Watt Avenue/Base Line Road, Fiddymont Road/Base Line Road, Cook-Riolo Road/PFE Road, Walegra Road/PFE Road, East Dyer Lane/Base Line Road, Walerga Road/Town Center Road, and Watt Avenue/Dyer Lane. In addition, the construction of many identified improvements are not entirely within the County's jurisdiction. For these reasons, the project contribution to these significant cumulative impacts on roadways, intersections and highways is considered significant and unavoidable.

Most cumulative traffic mitigation measures for the project can be addressed through the payment of traffic impact fees. Regional impact fees include, City of Roseville/County fees, South Placer Regional Transportation Authority (SPRTA) fees and the proposed Tier II fees, will be used to fund roadway improvements that cross jurisdictions. Regional roadways include Base Line Road/Riego Road, Watt Avenue, Placer Parkway, State Route 65 and Interstate 80. Traffic fee payment will be required when individual Tentative Subdivision Maps are approved. Currently the participating cities, counties and other agencies are discussing existing fee and proposed fee structures and roadway improvement project costs to ensure that adequate funding will be generated to construct proposed improvements. If the fee is adopted by all the



jurisdictions and agencies, fees would be collected for all new development over the projected build-out period.

The EIR also identified impacts to specific intersections and roadway segments within adjacent jurisdictions. While the County has identified these impacts, and the Placer Vineyards project can be conditioned to construct necessary improvements or pay traffic fees as mitigations, neither the County nor the developer can ensure that the affected jurisdiction will allow the improvements to be constructed or accept the traffic fees as mitigation. In addition, many of the affected agencies are currently reviewing development projects within their jurisdictions that are projected to have impacts within Placer County. Therefore the County is currently discussing the implications of these impacts with the affected agencies with the intent of reaching agreement as to construction of necessary improvements, fair-share distribution of costs and payment of impact fees. The County is currently meeting with Caltrans, Sutter County, Sacramento County and the City of Roseville. Once agreements are reached, the agreements will be presented to the Board for approval and adoption.

#### Traffic-related Entitlements and Amendments

The entitlements requested for the project include language for the exceptions to the LOS “C” standards (as discussed above), which would be added to Transportation Policy 9 of the Dry Creek West Placer Community Plan. Staff supports this amendment and has determined this exception language is consistent with the County General Plan and all other Community Plans in the County. This amendment will allow for the intersections of PFE Road at Cook-Riolo Road and Walerga Road, which were identified in the project’s cumulative conditions traffic analysis, to have a LOS less than C. These intersections are outside the Specific Plan area, but within the Dry Creek West Placer Community Plan. The EIR identified mitigation measures that would reduce the impact and provide a LOS C; however, the proposed mitigation measures are inconsistent with other traffic goals and policies described in the Dry Creek West Placer Community Plan, and could be intrusive to the existing semi-rural development. For instance, Cook-Riolo Road could be widened to four lanes, but the community has expressed the desire that the roadway remain two lanes.

#### Transit

Additional mitigation identified for the project requires that the development provide transit alternatives for residents to mitigate traffic impacts. As part of the project impact analysis, a study was prepared that compared different levels of transit service, both within the Specific Plan area, and relative to Roseville and Sacramento. The agreed upon level of service to be provided within the Specific Plan area would include inter-regional, commuter, dial-a-ride and a high level of suburban local bus service. Inter-regional routes would provide service to destinations such as the Roseville Galleria, the City of Lincoln and the Watt Avenue corridor. Service would be provided at 30-minute or hourly headways, as appropriate. The commuter routes would provide service to downtown Sacramento or light rail stations. The suburban routes would be designed to provide a bus stop within one quarter-mile of a large majority of all residences, and buses would operate at 15-minute headways during peak hours and 30-minute headways the remainder of the day. Buses would run 16 hours a day Monday through Saturday, and 12 hours on Sundays. In addition, the project applicant will be required to construct park-and-ride lots, construct a transit center to be located on Watt Avenue between “A” Street and East Town

Center Drive, and dedicate roadway right-of-way along Watt Avenue to provide for future Bus Rapid Transit (BRT) lanes. A feasibility study for BRT service was completed that shows that the necessary population density to justify such a system won't be reached until the majority of projects in the region (Placer Vineyards, Sierra Vista, Placer Ranch, Regional University, Creekside) are built out in 20 years.

Sacramento Regional Transit has analyzed extending Light Rail to Roseville, and an extension is included in its 20-year vision plan, but no funding has been identified by either Roseville, the County or RT. Any extension to Placer Vineyards would be planned concurrently with the Roseville extension.

The Specific Plan includes a conceptual plan for a bus/street car system within the project, running along Town Center Drive, from the Town Center to the transit center on Watt Avenue. No funding for construction or operations has been committed or identified.

Transit facilities (i.e., bus stops, transit centers) will be constructed as development proceeds, but the bus system won't be implemented until there are sufficient residents to justify service. As an alternative, the County may contract with Roseville to extend service to the area on a temporary basis.

### **Hydrology, Water Resources, Water Quality**

The Placer Vineyards area contains three major watersheds: Dry Creek, Curry Creek and Steelhead Creek. The Steelhead Creek drainage shed is further divided into seven smaller drainage sheds. Generally, the Steelhead Creek drainage shed drains from east-to-west to Sutter County and terminates at Steelhead Creek.

The project proposes to collect runoff from the project area within storm drainage systems which would discharge into existing channels, newly expanded and enhanced channels and detention retention facilities. Post-development run-off at the project boundaries would be restricted to the same level as pre-development run-off through the use of constructed detention/retention facilities.

Storm drainage improvements include modifying inadequate existing drainage channels (where required) to convey flows. In cases where existing channels contain valuable natural resources, such as trees, parallel drainage channels will be constructed to adequately convey flows while preserving natural features. In other cases, proposed drainage channel improvements will replace the existing conditions creating adequate flow capacity and restoring vegetative and lost biological values. The proposed drainage channels vary in width from 125 feet to more than 600 feet and, in addition to providing flood protection, serve as a component of the interconnected open space network for the larger Specific Plan area.

The existing project area includes Federal Emergency Management Agency (FEMA) delineated flood hazard areas along Dry Creek and at the west end at Steelhead Creek. The majority of the watersheds, creeks and tributaries within the project area have not been delineated by FEMA. In order to identify the floodplain limits within the Placer Vineyards project area, a Master Project Drainage Study was prepared. The Master Project Drainage Study used the Army Corps of

Engineers HEC-RAS software to develop floodplain parameters. Floodplain limits and elevations within the project area were determined for the 10-year and 100-year events for the pre-project, post-project, and post-project mitigated conditions and are included in the Master Project Drainage Study. As discussed above, portions of the existing floodplain within the project area will be altered to construct storm drainage improvements for the project. The flooding limits would be confined within the proposed channels, generally providing three feet of 100-year freeboard to adjacent proposed structures. The project would be required to submit CLOMR and LOMR documents to FEMA for proposed Base Flood Elevation data where changes are proposed to any FEMA-designated 100-year floodplain. Essentially, the proposed floodway improvements will provide a higher level of flood protection than currently existing for the existing residents.

### **Open Space / Agricultural Lands**

The Placer Vineyards project area contains approximately 5,230 gross acres, of which 4,251 acres are considered existing open space that may be converted under the Specific Plan project. (5,230-acres total area minus 979-acres in the SPA). The EIR analysis concluded that development of the Placer Vineyards project will result in the conversion of approximately 3,542 acres of open space (4,251 acres of existing open space minus 709 acres of open space to be provided in the Plan area) which are designated for urban development in the General Plan.

The Placer Vineyards project area also contains approximately 4,225 acres (not including the SPA area) of agricultural land. The EIR analysis concluded that development of the Placer Vineyards project will result in the conversion of these agricultural lands.

The mitigation proposed requires that one acre of open space be preserved for each acre of open space impacted within the Specific Plan area. It is expected both open space and agricultural mitigation requirements may be satisfied simultaneously by the preservation of open space containing agricultural land. The applicants have developed a strategy to mitigate the loss of open space, agricultural land and biological resources resulting from the development of the Specific Plan. The mitigation strategy is discussed in the “Wetland Resources, Special-Status Species and Oak and Riparian Woodlands” section below.

### **Wetland Resources, Special-Status Species and Oak and Riparian Woodlands**

Vegetation in the Specific Plan area is dominated by a mixture of cultivated agricultural land and non-native annual grassland (some of which is grazed), with scattered vernal pools, other seasonal wetlands, stock ponds, drainage swales, and some riparian habitat (see table below). Existing watercourses support aquatic plant/ marsh vegetation and scattered stands of scrub riparian habitat.

<b>Biological Resource Impacts</b>		
	<b>Total Resources (acres)</b>	<b>Impacted Resources (acres)</b>
Wetlands	172.6	102.7
Riparian Habitat (Native)	42.0	14.3
Riparian Habitat (Non-Native)	0.6	0.6
Oak Woodland	44.3	3.4
Oak Savannah	23.1	21.6
Grassland	3,472.8	2,150.3
Agricultural Land	1,447.7	1,206.8
Roads and Other Surfaces	27.3	97.1
<b>Total</b>	<b>5,230.4</b>	<b>3,596.8</b>

Development of the Placer Vineyards project will result in the conversion of approximately 3,597 acres of natural habitat / agricultural lands which are designated for urban development in the General Plan. The remaining acreage will be incorporated into the proposed lands use plan as on-site open space and avoidance areas. To mitigate for identified impacts, the applicant proposes to mitigate through off-site / in-County land purchases or easements. Approximately 3,597 acres of land will be mitigated at a 1:1 replacement ratio of impact to open space. The intent is to provide a single, all-inclusive mitigation area that can simultaneously mitigate for all biological resources of concern, while also mitigating impacts on open space and agricultural lands. This mitigation strategy attempts to establish a feasible mitigation program to satisfy the myriad federal, state, and local statutes, regulations, and policies affecting open space, agricultural lands, and biological resources. In addition, the proposed mitigation is intended to be compatible with the proposed Placer County Conservation Plan (PCCP), should the PCCP subsequently be approved by the Board of Supervisors. The mitigation strategy will allow the Placer Vineyards project to move forward without the PCCP program in place, and also provides the opportunity for the Placer Vineyards project to take advantage of the PCCP program, if adopted in the future.

In addition, other mitigation for the impacts on ecological communities and/or special status species are proposed as follows:

- **Swainson's Hawk Foraging Impacts:** Swainson's hawk foraging habitat will be mitigated according to California Department of Fish and Game Guidelines: one acre for each acre lost within one mile of a nest; 0.75 acres for each acre lost within one to five miles of a nest; and 0.5 acres for each acre lost within five to ten miles of a nest, unless otherwise addressed through the PCCP. Additionally, the applicant will be required to obtain a California Endangered Species Act take permit for any nest tree that may be removed as part of any proposed construction under the Specific Plan. Additional mitigation measures for the loss of active nest trees will include planting of suitable nest trees at a 15:1 ratio on suitable foraging habitat areas within west Placer County, which is consistent with the California Department of Fish and Game Guidelines.

- Vernal Pool Habitat Impacts: Impacts to vernal pool (fairy shrimp and tadpole shrimp) habitat will be mitigated through preservation or restoration of acreage based on each acre directly impacted. In this context, restoration is intended to include the construction of vernal pools at densities within the range of historical levels as identified on 1937 aerial photos, or other valid historical evidence, for the proposed preserve site to be restored.
- Wetland (Non-Vernal Pool) Impacts: Impacts to “Waters of the United States” (not including vernal pools) and other non-jurisdictional wetlands identified in the Placer County General Plan will be mitigated to provide “no net loss” through avoidance, minimization and/or compensatory mitigation techniques.
- Blue Oak Woodland and Heritage Oaks: The Placer Vineyards project is proposing to avoid approximately 44-acres of oak woodland habitat. The areas to be avoided are located adjacent to the Dry Creek corridor as well as two sites within the Plan area, one located along Dryer Lane and the other located at the southeast corner of the Plan area. In addition, many of the heritage oaks identified on-site will be avoided.
- Riparian habitat: Four riparian sites within the project are proposed to be avoided. These sites include: a portion of Curry Creek south of Base Line Road along the eastern edge of the of the Plan area; two tributaries to Steelhead Creek, one immediately west of Palladay Road at the southern edge of the Plan area, the other south of Base Line Road in the center of the Plan area; and the Dry Creek corridor along the eastern edge of the Plan area. For the riparian habitat that the project will affect, mitigation measures proposed require replacement tree plantings, and similar off-site habitat conservation and restoration.

#### Placer Vineyards Project Mitigation Strategy

To address the need for replacement habitat, agriculture and open space areas, six potential off-site mitigation sites have been identified for the project. The applicant is proposing that Placer Vineyards property owners may either choose to acquire land located in the six mitigation areas, or propose comparable alternate mitigation sites. All off-site mitigation must be in accordance with the terms of the PCCP (if approved), or as permitted by the U.S. Army Corps of Engineers, U.S. Fish and Wildlife Service, and California Department of Fish and Game.

The Placer Vineyards project mitigation strategy requires that a combination of one or more mitigation sites establish a core preserve area of approximately 1,000 acres which will be protected by permanent conservation easements before ground-disturbing activities begin within the Specific Plan area. The remaining mitigation requirements will be addressed on a project-by-project basis as the development of individual properties proceeds. One of the goals of the mitigation strategy is to locate additional preserve areas adjacent to the core preserve or other existing preserve sites to create a contiguous preserve area; however, this may not be feasible. Therefore, if additional preserve sites are proposed to be discontiguous to the core preserve or other existing preserve sites, such sites should meet a minimum size (200 acres) and location (within an area designated as Agricultural and Open Space in the General Plan) requirement. The minimum preserve area and location requirements are based on recommendations from the

Report of the Science Advisors for the Placer County Natural Community Conservation Plan / Habitat Conservation Plan (January 2004).

In addition to the establishment of the preserves, an Open Space Mitigation and Management Plan will need to be approved by the County. Funding for the management and maintenance of the preserve area will be provided by future Plan area residents and businesses through a Community Facilities District or other funding mechanism established at the time the preserve is acquired.

**Noise**

The Placer Vineyards project is located in proximity to Watt Avenue, Base Line Road, Walerga Road, and other existing sources of existing or anticipated future transportation noise. On-site noise impacts to the project were identified both from these existing sources and the proposed larger project roads. Site-specific acoustical analyses will be conducted, and mitigation measures provided, at such time that each property is developed (i.e., site-specific tentative subdivision maps).

The proposed Plan would also increase traffic noise outside the Plan area, particularly in unincorporated Placer County and the City of Roseville. For the most part, these increases would not be great enough to be noticeable to residents and others sensitive to noise. However, there could be roadway segments where noise levels would increase substantially. No mitigation is available for offsite increases in traffic noise, so the impact is considered significant and unavoidable.

**Cultural Resources**

There are six known unique archaeological sites, one historic archaeological site and two existing historic buildings within the Specific Plan area. There are also known cultural resources in the off-site infrastructure area, including two unique archaeological sites, one historic cemetery, two historic sites and one historic district. The cultural resources study conducted by professional archaeologists and an architectural historian concluded that the Placer Vineyards area is marginal for the presence of prehistoric cultures and marginal with respect to historic development of western Placer County. The analysis did conclude that the Plan area as a whole did potentially include some cultural resources that could be eligible for the California Register of Historical Resources or qualified as “unique archaeological resources” under state law. Mitigation measures have been added to address cultural resources impacts.

The County began the consultation process as required by Senate Bill 18 (SB 18) with the United Auburn Indian Community in April 2006 for all three Specific Plan proposals in western Placer County. As part of that consultation process, the County provided information to the Tribe about the potential cultural resources impacts associated with the Placer Vineyards project. In response, the Tribe provided comments on the project. Based on comments received, Policy 9.1 has been included in the Specific Plan which requires all properties to be inspected by a qualified archaeologist for Native American Cultural Places and provides mitigation measures to preserve the integrity or minimize the impact if any sites are discovered in the future.

### **Visual Quality and Aesthetics**

The aesthetics impact assessment for the Placer Vineyards project focuses on the conversion of the Plan area from rural to urban and suburban development patterns, increases in night lighting and light and glare that could be generated by new development. The land adjacent to the Plan area on the west is within the South Sutter County Commercial/ Industrial Reserve. To the east is the Dry Creek community and scattered rural residential uses. To the south is the Sacramento County urbanized area; however, considerable open land remains, including Sacramento County's Gibson Ranch Park and open space areas along the Dry Creek Corridor. Southeast of the Specific Plan area is the unincorporated community of Antelope, and west of Watt Avenue is the unincorporated community of Elverta.

The EIR identified mitigation measures to reduce the impacts to visual resources. The primary mitigation concept to reduce visual and aesthetics impacts is intended to provide guidelines and policies within the Specific Plan area that promote good urban and landscape design. In addition, the Specific Plan includes policies to require lighting standards to control light and glare and all projects within the Specific Plan area are required to a complete design/site review process. Although the urban environment that is ultimately built will be implanting actions previously taken by the Board, development will, nevertheless, degrade the existing visual character and quality of the Plan area. This was determined to be an unmitigatable impact of the project.

### **Air Quality**

The project site is located in western Placer County, which lies within the Sacramento Valley Air Basin. Implementation of the proposed Specific Plan will affect air quality during both construction and operation phases. Exhaust and fugitive dust emissions will be generated in the Specific Plan area by construction activities such as excavation and grading, construction vehicle traffic, and wind blowing over exposed earth. Implementation of mitigation measures such as submitting a construction emission/dust control plan to the Placer County Air Pollution Control District (PCAPCD), and reducing NO<sub>x</sub> and ROG from construction vehicles will substantially reduce construction-related air quality impacts, but not to a level that is less than significant.

Build-out of the Specific Plan area would result in the generation of both mobile and stationary source air pollutants, increasing total air pollution emissions. Implementation of mitigation measures such as exceeding Title 24 requirements, the prohibition of wood-burning fireplaces, promoting transportation alternatives and promoting passive solar building design will reduce the operational emissions of the project, but not to a level that is less than significant. In addition, the Specific Plan will have a negligible effect on CO concentrations in the project area and would not cause or substantially contribute to projected violations of the state/federal ambient air quality standards.

Sewer lift station operations within the Specific Plan area could cause odors and the potential for odor complaints. Wastewater treatment plant expansions may occur at both the Dry Creek Wastewater Treatment Plant and Sacramento Regional Wastewater Treatment Plant. These plant expansions could potentially cause odor and air quality concerns. Implementation of the mitigation measure to obtain an Authority to Construct/Operate permit and implementing an odor control program would assist in reducing this impact to a less-than-significant level.

Cumulative air quality impacts would result from Specific Plan development. The proposed Specific Plan would contribute to cumulative air emissions by allowing for substantially greater development in the Specific Plan area than currently exists. Implementation of the mitigation measures to participate in an off-site mitigation program co-coordinated by the PCAPCD would substantially lessen the project's incremental contribution to significant cumulative impacts, but not to a level that is less than cumulatively considerable.

### **Unmitigable Environmental Impacts**

The Placer Vineyards Specific Plan and associated infrastructure would have impacts in the following areas that would be significant, even if feasible mitigation is available:

- Conversion of agricultural land, including Important Farmland, and open space to urban uses;
- Alteration of off-site land uses resulting from roadway widening(s);
- Impacts on the environment due to compliance with Standard 8 (Agricultural Water Supply) of Exhibit 1 of the Dry Creek West Placer Community Plan.
- Alteration of views of the Plan area;
- Loss of habitat for special-status species, including wetlands and foraging and nesting habitat for Swainson's hawk;
- Loss of oak trees;
- Loss of special-status species habitat resulting from off-site infrastructure construction. Potentially affected species include vernal pool crustaceans, Swainson's hawk (nesting), Valley longhorn elderberry beetle, western pond turtle, burrowing owl, tri-colored blackbird, California black rail, California horned lizard, bat species, giant garter snake and loggerhead shrike;
- Destruction and/or alteration of historic and archaeological resources;
- Increased traffic on local and regional roads and at intersections in Placer County, Sacramento County, Sutter County and the City of Roseville;
- Degradation of air quality resulting from exhaust emissions and fugitive dust during construction as well as from mobile (vehicular) and stationary sources;
- Increased odor and air quality degradation due to pump station and WWTP operation;
- Increased off-site traffic noise;
- Imbalance in jobs/housing balance;
- Increased waste to be processed and disposed of at the Materials Recycling Facility and Western Regional Landfill; and
- Increased demand for recycled water.

### **Cumulative Impacts**

The Placer Vineyards Specific Plan would contribute to the following significant and unavoidable cumulative impacts:

- Loss of agricultural land and open space;
- Alteration of views in rural western Placer County;
- Increased light and glare;



- Degradation of surface water quality;
- Loss of habitat for special-status species;
- Loss or alteration of historic and prehistoric resources;
- Increased traffic congestion;
- Degradation of air quality;
- Increased traffic noise (off-site); and
- Increased solid waste generation.

### **Project Alternatives**

Consistent with state and local law, the Revised Draft EIR document considered a range of alternatives. The range of alternatives selected was guided primarily by the need both to reduce or eliminate project impacts, and to achieve project objectives. Alternatives are intended to assist decision-makers in the assessment of appropriate uses of the project site by analyzing the potential environmental impacts that would result from alternative designs or intensity of development of the project site. The alternatives evaluated for the proposed Placer Vineyards project are listed below:

- No Project Alternative, which provides that no additional development will occur on the project site.
- Reduced Density Alternative, which would reduce the amount of development by approximately 50 percent. This alternative would allow a maximum of 7,500 dwelling units.
- Rural Density Alternative, which consists of development of the Specific Plan area with approximately 500 new single family residential lots with a minimum parcel size of 10 acres. Because there are approximately 150 existing residences in the Specific Plan area, the total number of dwelling units would be 650.
- “Blueprint Alternative”, which would increase the number of residential dwelling units from 14,132 to 21,631 (a 53 percent increase). The EIR has been prepared at a sufficient level of detail (project level) to allow the Board to approve the “Blueprint Alternative”, if so desired.

### **ALTERNATIVE ““BLUEPRINT PLAN””**

The Placer Vineyards applicant has provided for the County’s consideration an alternative version of the Placer Vineyards project, a “Blueprint Plan” Specific Plan. Like the proposed project, the “Blueprint Plan” is built on the SACOG smart growth principles, but proposes the construction of 21,631 residential dwelling units and more intensive commercial/mixed-uses areas.

The “Blueprint Plan” project proposes development of approximately 5,230 acres (same area as the proposed project) with a mixture of land uses (Attachment H) which include:

- 21,631 Residential Dwelling Units -
  - 3,432 units Low Density Residential (16 percent of residential units)
  - 10,175 units Medium Density Residential (47 percent of residential units)

- 6,157 units High Density Residential (28 percent of residential units)
  - 1,456 units Commercial Mixed-Use (5 percent of residential units)
  - 411 units Rural Residential (7 percent of residential units)
- 275 acres Commercial -
  - 164 acres Retail / Commercial (59 percent of commercial acreage)
  - 111 acres Office / Business Park (40 percent of commercial acreage)
- 1,669 acres Public/Quasi-Public
  - 51 acres Public Facilities/Services (government offices, fire stations, library, etc.)
  - 115 acres Religious Facilities
  - 199 acres Schools (7 elementary, 2 middle, and 1 high school)
  - 284 acres Parks (community, neighborhood, mini, recreation center)
  - 698 acres Open Space
  - 321 Major Roadways (thoroughfares, arterials, collectors)

### Residential Land Uses

The table below compares the proposed project and the “Blueprint Plan” in terms of densities, acreages and number of units for residential-only development. Under the “Blueprint Plan”, density in residential-only areas (excluding the SPA) is proposed to increase from 5.7 units per acre (proposed project) to 9.2 units per acre. The “Blueprint Plan” would increase density under all three categories of residential development – Low-Density, Medium-Density, and High-Density as well as under Commercial/Mixed-use. The “Blueprint Plan” would also substantially increase the acreage for Medium- and High-Density residential development, while reducing the amount of land designated Low-Density residential. Consequently, it is expected that the types of housing would change, with far fewer single-family residences, and more attached units, such as duplexes, townhomes and condominiums. In addition, the “Blueprint Plan” nearly doubles the number of residential units within C/MU land use designations from 636 units to 1,456 units. Another difference is that the “Blueprint Plan” increases the number of acres of C/MU from 35 acres to 66 acres.

<b>Proposed Project Compared with Blueprint Alternative: Land Use Summary - Residential and Commercial/Mixed-Use</b>									
<b>Placer Vineyards Specific Plan</b>					<b>Blueprint Alternative</b>				
<b>Density/Intensity Standards</b>			<b>Area Size</b>	<b>#</b>	<b>Density/Intensity Standards</b>			<b>Area Size</b>	<b>#</b>
<b>Residential (RES)</b>	<b>Density Range DU/AC</b>	<b>Calc. Density DU/AC</b>	<b>Acres</b>	<b>Units</b>	<b>Residential (RES)</b>	<b>Density Range DU/AC</b>	<b>Calc. Density - DU/AC</b>	<b>Acres</b>	<b>Units</b>
LDR	2-6	3.5	983	3,426	LDR	2-7	5	686.5	3,432
MDR	4-8	5.24	1,196	6,277	MDR	6-15	7.7	1,213	9,390
HDR	7-21	15	205	3,074	HDR	12-35	18	341.5	6,157
C/MU	14-22	18	35.5	636	C/MU	15-35	22	66.15	1456
Subtotal Residential	—		2,418	13,413	Subtotal Residential	—		2,306	20,435
LDR=Low-Density Residential; MDR=Medium-Density Residential; HDR=High-Density Residential; CMU=Commercial Mixed-use Residential (70% of total area); DU=Dwelling Units; AC=Acres; Calc=Calculated Note: Units allocated to Religious sites are not included in this table. Source: EDAW, 2006.									

### Commercial Land Uses

Comparing the “Blueprint Plan” with the proposed project for Commercial land uses, retail and office uses would also increase in the C/MU, resulting from an increase in the number of acres of C/MU (the FARs would be the same as the proposed project). The number of acres of commercial-only development would also increase, from 273 acres to 275 acres.

The jobs/housing ratio under the “Blueprint Plan” would be 0.45, compared with 0.68 under the proposed project. The lower ratio for the “Blueprint Plan” is because of the substantial increase in housing with only a slight increase in employment-generating uses. The job/housing balance is an objective that promotes development that locates housing and employment opportunities in reasonable proximity to each other. The ideal job/housing balance is 1.0.

Although the “Blueprint Plan” would have a relatively low jobs/housing ratio, the Plan area itself is in proximity to external jobs. According to SACOG, a distinct advantage of increasing densities in the Specific Plan area is its proximity to several major current and emerging employment centers, including Roseville, Rocklin, the former McClellan Air Force Base, the International Airport/Metro Air Park, and development proposed in south Sutter County. By providing residences in proximity to these areas, the “Blueprint Plan” (and the proposed project to a lesser extent) is expected to result in shorter average commute distances than would occur if housing were spread throughout the region. Therefore, on a regional level, the jobs/housing ratio may be more balanced under the “Blueprint Plan” than it would be under the proposed project. However, because of economic factors, personal choice and other factors that are involved, the job / housing balance ratio is by nature imprecise and there is no guarantee that residents within the Placer Vineyards area will be employed in the Plan area.

### Public/Quasi-Public Land Uses

For Public/Quasi-Public land uses, the “Blueprint Plan” would provide 74 more acres of parks, including an additional large 50-acre central community park, one additional elementary school, one additional middle school, an additional 20 acres for the high school site, and four additional designated religious sites. It should be noted that these increases are necessary to serve the higher population, and would not increase per capita services. For example, there would be an additional 3,735 school children under the “Blueprint Plan”; so more schools/ park facilities are needed.

### Consistency with Smart Growth Principles

The proposed “Blueprint Plan” is consistent with SACOG’s smart growth principles as described in the “Project Analysis” section of this report. Both the proposed project and the “Blueprint Plan” also provide for a network of parks and trails throughout the Specific Plan area, a town square, stormwater facilities, and landscaping that would provide shade. Because of its increased densities and smaller lots, per capita water use and stormwater runoff would be lower under the “Blueprint Plan”. Other differences between the “Blueprint Plan” and the proposed project include the following:

- The “Blueprint Plan” is designed for an anticipated population of approximately 49,300 residents compared to approximately 32,800 under the proposed project, an increase of almost 50 percent.
- The “Blueprint Plan” proposes a roadway network that is similar to the proposed project, but the traffic volumes would be substantially greater in and near the Specific Plan area due to the increased total number of units. While it is projected that the number of vehicle trips per unit would be reduced due to the higher usage of transit and alternative forms of transportation, the total number of trips overall would increase due to the higher population within the Plan area.
- The “Blueprint Plan” would have higher density concentrations along the Watt Avenue transit corridor and surrounding the Village Centers and commercial developments.
- The Town and Village Centers would be designed at higher densities that may require development of parking garages. In general, there would be less surface parking and more strategically located parking structures.
- Public infrastructure such as water distribution, sewers, drainage systems and retention basins would be resized and added to accommodate the increase in population. For example, the force mains from the lift station at the far west side of the project to the Dry Creek Waste Water Treatment Plant would be increased from 16 inches to 20 / 24 inches.
- The “Blueprint Plan” would require the same entitlement as required for the proposed project with one additional amendment to the Placer County General Plan. The “Blueprint Plan” would require Exhibit 1 of the General Plan to be revised to read 21,631 residential dwelling units.

#### Public Facilities Financing Plan

The Financing Plan for the Blueprint land use alternative includes the estimates necessary to construct the infrastructure and public facilities required for the project. The Financing Plan also describes the proposed financing strategy and mechanisms to fund these costs to serve the 21,631 residential units and 3.7 million square feet of commercial space planned for the Placer Vineyards "Blueprint Plan" project.

The types of infrastructure and public facility improvements under the "Blueprint Plan" are consistent with those improvements associated with the proposed project. However, the "Blueprint Plan" requires one more elementary school, larger middle schools, and a significantly larger high school site compared to the proposed project, as well as additional park acreage.

At build-out, the estimated total cost to fund infrastructure, public facilities, and associated administration is \$1.1 billion (in 2006 dollars):

- \$276 million dollars in Core Backbone Improvement costs,
- \$75 million dollars in remaining Backbone Improvement costs, and
- \$661 million dollars for Public Facility Improvements.

The "Blueprint Plan" project will be required to fund and construct all Core Backbone, Remaining Backbone, and Secondary Roadway infrastructure improvements and Public Facilities consistent with the approaches for the proposed project.

The funding structure for the "Blueprint Plan" requires early funding and construction required for Core Backbone improvements. The developers will participate in existing and new County fee programs, including the Placer Vineyards Specific Plan Fee and Southwest Placer Fee. Public bond funding is limited, but can be considered if consistent with County policies.

- Development Mitigation Fees - \$9,800 to \$11,400 dollars per residential unit; \$80,600-\$128,000 dollars per non-residential acre.
- Project Development Fees - \$10,000 to \$12,700 per residential unit; \$36,200 to 43,500 per non-residential acre.
- Placer Vineyards Specific Plan Fee - \$9,800 to \$13,900 per residential unit; \$30,800 to \$39,000 per non-residential acre.
- Southwest Placer Fee - \$41 to \$49 dollars pre residential unit; \$1,088 to \$1,271 dollars per non-residential acre.

There are other fees that will be required for development within the Plan area. These fees include a PCWA fee and schools fees and are payable prior to issuance of a building permit.

#### Urban Services Plan

A Urban Services Plan describes a financing strategy to fund an urban level of public services for the "Blueprint Plan" consistent with the Board of Supervisors direction and commensurate with surrounding jurisdictions. The estimated total annual costs for urban services to the Plan area (under the "Blueprint Plan") at build-out is \$92.5 million dollars (in 2006 dollars). Net costs after considering off-setting revenues is \$43.5 million dollars and is proposed to be funded by special taxes and assessments on a per residential unit or non-residential per acre basis which include:

- \$2,570 dollars per unit annually for single-family dwelling units,
- \$2,570 dollars per unit for multi-family,
- \$820 to \$1,030 dollars per unit for affordable housing units, and
- \$3,799 to \$4,558 dollars per non-residential acre.

The overall per unit service levels and costs for transit, open space, landscape corridor, and road maintenance remain unchanged under the "Blueprint Plan". There is an overall increase in population under the "Blueprint Plan", however this does not require all services costs to increase. Therefore, by distributing the annual costs over more residents, business owners, and employees results in slightly reduced annual special taxes and assessments per residential unit and non-residential acre.

Staff has reviewed both the Placer Vineyards Specific Plan and the "Blueprint Plan" alternative. While staff supports the SACOG "Blueprint Plan" concept and the SACOG smart growth principles, staff cannot support the 53 percent increase in residential units for the Placer Vineyards areas as suggested in the Blueprint Concept Map. The Blueprint Concept Map

provided only one (of many) regional smart growth development scenario and does not provide a guarantee for regional participation. To be able to support the "Blueprint Plan" alternative, the County would need some level of assurance that there was a full buy-in to the Blueprint program from other surrounding agencies. That is to say, if 7,000 additional residences are to be built within the Placer Vineyards development, the County would need to know which jurisdiction (i.e., the City of Lincoln, Yuba County, Sutter County) that is located further away from the region's job centers would be forfeiting its ability to develop those same 7,000 dwelling units. Without such an assurance, it is highly likely that, not only would 7,000 extra residential units be constructed within Placer Vineyards, but an additional 7,000 dwelling units (or more) would be built in some more remote jurisdiction, thereby further exacerbating the traffic issues in the region. Because there is no promise or guarantee that other jurisdictions will be forfeiting the 7,000 dwelling units extra that are proposed for Placer Vineyards "Blueprint Plan", nor is such a commitment anticipated in the foreseeable future, staff cannot support the Blueprint alternative at this time.

**PUBLIC NOTICES AND REFERRAL FOR COMMENTS:** Public notices were mailed to property owners of record within 300 feet of the project site and any property owner who might be affected by any off-site improvements, including properties within Sacramento and Sutter counties. Other public interest groups and citizens were sent copies of the public hearing notice including all those who submitted letters regarding the EIR and/or requested notification. A public hearing notice was also published in the *Roseville Press Tribune* newspaper. The Community Development Resource Agency staff and the Department of Public Works, Environmental Health, Air Pollution Control District and West Placer Municipal Advisory Council (MAC) were transmitted copies of the project plans and application for review and comment.

The County also provided additional public noticing for the Placer Vineyards workshop series which were held on September 14, and 28, 2006 as well as October 12, and 26, 2006. An opportunity for public comment on the project was provided at the October 26, 2006 workshop. In addition, the County provided a letter to property owners in the Special Planning Area (SPA) on April 24, 2006 regarding the availability of the project's EIR and provided additional information and answers to potential questions about the SPA (refer to Attachment C, Special Planning Area Letter).

### **Coordination with the City of Roseville**

The Placer Vineyards project is located within an area subject to a Settlement Agreement between the City of Roseville and Placer County, entered into in 1995. The Settlement Agreement was approved by the Roseville City Council and the County Board of Supervisors in order to avoid the time, expense, and uncertainty of further litigation between both parties relating directly or indirectly to the legal adequacy of the 1994 EIR prepared for the purposes of the County's adoption of the County General Plan. The Settlement Agreement covers "major land development projects" within the "West Placer Specific Plan Area" and the "Future Study Area" and collectively identified as the "Subject Areas". The purpose of the Settlement Agreement is to promote interagency communication and foster cooperative land use planning between the City and Placer County. It requires that a "comprehensive stand-alone EIR" be prepared by the County prior to approving any major land development project within the

Subject Areas and establishes procedures for City-County CEQA consultation for project applications within the Subject Areas.

Pursuant to the Settlement Agreement, Placer County consulted with the City regarding the models, assumptions, methodologies, and projections to be used in analyzing traffic and reported in the Draft EIR. The County also made available and solicited comments from the City on administrative draft environmental documents which typically fall outside the normal public input process. This included allowing the City the opportunity to review and comment on the first administrative Draft EIR. The comments that were provided by the City were responded to in writing by the County (February 23, 2006). The response outlined how the City's comments would be addressed in the public Draft EIR. The County also allowed the City the opportunity to comment on the second administrative Draft EIR as well as the screen-check Draft EIR, prior to release of the public Draft EIR.

Pursuant to the Settlement Agreement, on March 23, 2006 the County met with the City to discuss the final mitigation measures prior to the release of the Draft EIR. There was only one additional mitigation measure that the City wanted to add and it related to the tracking of water that PCWA passes through the City of Roseville's system. That proposed mitigation measure was incorporated into the Draft EIR (MM 4.11.7-1c) per the City's request.

The City also discussed additional coordination efforts relating to cross jurisdictional traffic impacts. It was indicated that this may be in the form of a traffic impact fee similar to what the City and County implemented when the West Roseville Specific Plan was adopted. The County is participating with the City in discussing existing and expanded fee structures as well as alternate methods to address this issue. It is important to note that the City is currently reviewing development projects of their own that are projected to have impacts within Placer County. Therefore the City and County are also discussing the implications of these impacts with the intent of reaching agreement on a comprehensive approach to the mitigation of cross jurisdictional traffic impacts. The County will continue to work together cooperatively with the City to develop a program that would be applied to new development within both jurisdictions.

The City was provided copies of the Notice of Preparation, Revised Draft EIR, Partially Recirculated Revised Draft EIR, and Final EIR which are part of the typical CEQA public review process. The County has also solicited and received input from the City on the administrative draft of the Specific Plan.

In addition to the coordination of efforts between the City and County relating to the EIR, the County also solicited input from the City on several draft versions of the Water, Recycled Water, and Sewer Master Plans. Monthly meetings were held with the City, County, and PCWA in order to understand and exchange data relating to available water supply versus project demand, timing of infrastructure improvements, available recycled water supply versus project demand, proposed infrastructure improvements and alignments, and wastewater treatment plant capacities and future expansions.

Lastly, the City and County Department heads and staff continue to meet monthly to provide updates on their respective major projects, discuss cross-jurisdictional planning and common

development issues. It is the County's position that the terms of the Settlement Agreement have been fulfilled based on coordination efforts described above relating to the City's participation and extensive review and comment on the Placer Vineyards Specific Plan project.

### **West Placer Municipal Advisory Committee Review**

The applicant presented the proposed project to the West Placer MAC at multiple meetings. At the October 12, 2006 meeting, staff and the applicant presented an overview of the July 2006 Placer Vineyards Specific Plan as well as responses to the MAC's previous comments on the Revised Draft EIR. At that meeting, the MAC discussed the following concerns related to the Placer Vineyards project:

1. The MAC expressed concerns that road improvements outside the plan area (such as Watt Avenue in Sacramento County) do not address project impacts. In addition, traffic noise mitigation and the overall impacts to the SPA area residents have not been addressed;
2. The MAC stated that using "building setbacks" and "roadways" to provide adequate open space between urban and rural land uses, or requiring off-site properties to provide buffers on their properties is not appropriate for this area.
3. The MAC was unclear on how the number of school facilities was determined for the entire project. In addition, the MAC expressed concern for the high school located on Base Line Road, stating that such a facility in that location would increase traffic on a main transportation corridor;
4. The MAC expressed concerns about the water supply and the use of groundwater, as well as having two sewer alternatives;
5. The MAC expressed concerns about the project phasing, but understood that all the infrastructure will be complete before units are constructed;
6. The MAC stated that the 1994 General Plan allows for 14,132 units on the entire area and expressed concern over the inequality in the disbursement of units between the SPA area and the Plan area. The MAC expressed concerns that the units should be evenly distributed; and
7. The MAC felt the "Blueprint Plan", with considerably higher density, only increases exponentially the problems the MAC envisions.

Ultimately, the MAC adopted a motion (4:1) to recommend denial of the Placer Vineyards Plan, stating "The Placer Vineyards Plan does not reflect what the General Plan requires and does not represent the existing Community Plan. Exhibit 1 of the General Plan does not say to reject the community and not follow the spirit of the West Placer Community Plan." In addition, the MAC stated it had a level of discomfort being asked to take action on the project without having a copy of the Final EIR which would reflect the corrections to the Revised Draft EIR.

Staff does not agree with the MAC's conclusion that the Specific Plan does not meet the General Plan (Exhibit 1) requirements (refer to Attachment E, which provides a project consistency review with the General Plan). Staff has determined that Resolution 94-238 amended the Dry Creek West Placer Community Plan to include the "West Placer Specific Plan Area" and established "standards for development in the Specific Plan area and changes to the text as well as amendment to all of the exhibits and the community plan land use diagram." Exhibit 1



includes explicit development standards for the West Placer Specific Plan area, design elements for transit, urban design criteria (urban form, town center, village core area, public gathering areas, community open space areas, pedestrian-oriented design, commercial areas, residential areas, open space and roadway corridors), and special provisions covering phasing, agricultural water supply and noise. The intent of the special requirements set forth in Exhibit 1 is to provide for a comprehensive overall plan for the West Placer Specific Plan area and to apply planning criteria that are distinct and separate from the remainder of the Dry Creek West Placer Community Plan and which supersede the goals and policies of the Community Plan. As such, the staff has concluded the Specific Plan is subject to conformity only with the goals and policies of the General Plan and Exhibit 1.

### **Placer County Agricultural Commission Review**

The applicant presented the proposed Specific Plan to the Agricultural Commission at multiple meetings. The Agricultural Commission considered the proposed project at its October 9, 2006 meeting. The Commission's concerns related to water supply for agricultural uses, and mitigating the loss of agricultural land. The Commission adopted a motion to require the proposed impact fee of \$1,000 per unit for water conveyance infrastructure construction to be paid to Placer County, rather than the Placer County Water Agency. The Agricultural Commission recommended the monies be placed in a special fund administered by Placer County and used toward the construction of a proposed reclaimed wastewater treatment plant in the City of Lincoln. The Commission recommended that the Open Space Mitigation Plan require that off-site mitigation lands be located within Placer County. The applicant is proposing to purchase approximately 4,300 acres for off-site habitat, open space and agricultural mitigation purposes.

**RECOMMENDATION:** Staff recommends that the Planning Commission recommend to the Board of Supervisors approval of the proposed Placer Vineyards Specific Plan project subject to the findings provided in the Recommendation of the Planning Commission to the Board of Supervisors (provided under separate cover), including:

1. Approval of Placer County General Plan Amendments
2. Approval of Dry Creek West Placer Community Plan Amendments
3. Approval of the Placer Vineyards Specific Plan
4. Approval of the Placer Vineyards Development and Land Use Standards
5. Approval of the Rezoning to Specific Plan (SPL-PVSP)
6. Approval of the Project Development Agreement(s)

Respectfully submitted,

Paul Thompson, Principal Planner and Jennifer J. Dzakowic, Senior Planner

**ATTACHMENTS**

Attachment A, Placer Vineyards Specific Plan: Rezoning Exhibit  
Attachment B, Draft Placer Vineyards Specific Plan Land Use Diagram and Land Use Summary  
(December 2006)  
Attachment C, Special Planning Area Letter, dated April 24, 2006  
Attachment D, Placer Vineyards Specific Plan Proposed Circulation Diagram  
Attachment E, Placer Vineyards Exhibit 1 Consistency  
Attachment F, Revised Draft EIR Staff Report, for the May 11, 2006 Planning Commission  
Attachment G, Errata to the Placer Vineyards Project Final EIR  
Attachment H, Draft Blueprint Specific Plan Land Use Diagram and Land Use Summary (December  
2006)  
Attachment I, Development Agreement relative to the Placer Vineyards Specific Plan

**OTHER ATTACHMENTS (previously distributed)**

Draft Placer Vineyards Specific Plan (December 2006)  
    Appendix A Land Use and Development Standards  
    Appendix D Mitigation Monitoring and Reporting Program  
Draft Blueprint Placer Vineyards Specific Plan(December 2006)  
    Appendix A Land Use and Development Standards  
    Appendix D Mitigation Monitoring and Reporting Program  
Final EIR Volume I (October 2006)  
Final EIR Volume II (October 2006)  
Revised Draft EIR Executive Summary (March 2006)  
Revised Draft EIR Volume I (March 2006)  
Revised Draft EIR Volume II (March 2006)  
Revised Draft EIR Volume III (March 2006)  
Revised Draft EIR Appendices A-I (March 2006)  
Revised Draft EIR Appendices J-V (March 2006)  
Draft Report Placer Vineyards Specific Plan Public Facilities Financing Plan (July 2006)  
Draft Report Placer Vineyards Blueprint Specific Plan Public Facilities Financing Plan (June 2006)

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